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ABSTRACT

This paper is intended to assist school administrators in improving existing school organizations. It discusses the nature of organizations, provides indicators of reorganization timing, and discusses the task of reorganization. A matrix chart, used to analyze and compare different organizational structures, is provided with explanations. Flowcharts for 15 different types of school administrative structures are provided and explained. A 25-entry bibliography is included. (DE)

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STRUCTURING THE ADMINISTRATIVE ORGANIZATION OF LOCAL SCHOOL SYSTEMS

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STRUCTURING THE ADMINISTRATIVE ORGANIZATION OF LOCAL SCHOOL SYSTEMS

This publication represents a departure from the factual studies usually reported in ERS Circulars. Exploratory in nature, it is based on a hypothesis: That the gap between administration of public education and management of business and industry is narrowing as school systems grow larger and as their functions become more complicated. It is true that school systems are not operated for financial profit, as are business firms. However, both are accountable to their investors--the schools to the taxpayers, parents, and community in general; business to its stockholders. It is notable, too, that such terms as "collective bargaining," "public relations," and "systems analysis" have found their way into the language of school administration.

It is hoped that this study may (1) encourage deliberate study and experimentation leading to the development of more systematic procedures for achieving modification in local school system organization structures, and (2) stimulate discussion.

ERS invites the reaction of the reader as to the feasibility of applying to school administration the principles of organization which have been developed over the years by management scientists. ERS is also interested in learning about school systems currently in the process of reorganization, or actively considering it; the procedures being followed, or planned; and whether this study proves helpful in these endeavors.

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Perhaps this Circular should more properly be titled RESTRUCTURING THE ADMINISTRATIVE ORGANIZATION, since its major purpose is to provide assistance in improving an existing school organization. The urgency of such improvement is becoming apparent to more and more school administrators as, in their efforts to provide a climate for educational change and achieve quality goals, they survey the maze of rectangles, squares, and connecting lines on their administrative organization charts. Almost invariably this maze reflects a series of haphazard developments over the years, resulting from the rapid growth of a school system and the particular talents, or even the idiosyncrasies, of individuals who have served on the administrative staff.

This Circular has been prepared to supplement, or perhaps complement, the literature already available in the field of school administration. In the course of its preparation, a member of the Educational Research Service staff studied a number of widely used texts in business and industrial management, and in the Circular endeavors to show how some of the principles set forth in these texts can be applied to the administrative organization of a local school system.

THE NATURE OF ORGANIZATIONS

The formal organization, of which the organization chart is but a sketch, is a mechanism or framework for defining division of work, reporting relationships and delegation of authority, and for defining areas and limits of responsibility, so that the goals of the organization can be achieved in the most efficient and effective manner. Ideally, the exact limits of responsibility, the tasks to be accomplished, and coordination required should be spelled out in the job descriptions of the individuals represented by the boxes on the organization chart. How these tasks are to be accomplished should be defined in the administrative organization man-

ual--the administrative procedures. The principles which must be adhered to in accomplishing the tasks are defined in the policies of the board of education.

The organization of a school system, like any other group banded together to achieve some goal, operates on still another level, totally unpredictable and unchartable--the informal organization. The informal organization is really a network of communication which develops apart from any requirements of the job. It is the lines of communication which develop from social relationships between people in the organization. Because several people sit together at lunch, play bridge together, work in the same church group, it is inevitable that business will be discussed and information will be passed outside of the formal lines of communication. This network, much like the old "grapevine," forms a very real and important means of cooperation and often coordinated action.

Principles of Organizational Design

Before discussing the process of reorganization or organizational change, it is important to acknowledge that there are few principles of organizational design to which everyone will agree, and no infallible procedures to follow in determining the best kind of organizational structure and how it should be implemented. Generally management scientists recognize 11 classical principles of management organization, most of them drawn from the works of Henri Fayol, a pioneer in this field. Following is a discussion of each of Fayol's principles, based on their presentation in a 1969 book by Ernest Dale.[1/]

1. *Each organization must have an overriding objective or objectives.* Organization is merely a structure to most efficiently and effectively achieve the purpose(s) or goal(s) the organization has set for itself.

2. *Each section of the organization should have its own objective(s)* and should know how that objective(s) contributes to the goal of the organization as a whole.

3. *There should be coordination of effort.* The goal(s) of each unit and of the various units must be balanced as needed to achieve the goal(s) of the organization as a whole. Each unit should understand the goals and work of other units and cooperate with them to avoid duplication of effort.

4. *The work assigned to each person and each unit is divided and grouped so as to encompass a single function.* This does not mean that each job or the work of each unit is so specialized as to become a meaningless piece of the entire endeavor. Each job should be broad enough to enable the worker to see how he fits into the total picture of the unit. However, this principle may not be applicable where the size of the organization does not permit such unifunctional positions.

5. *Each group of activities having a common objective should report to one head* and should operate according to one plan.

6. *Unity of command.* Each employee should take orders and be acccuntable only to one superior. For instance, in a school system an administrator should not have one or more jobs for which he must report to different people particularly if his is a line (as opposed to staff) assignment; if he is in charge of inservice education, he should report to someone in the personnel department or someone in the instruction department, not both. Or a director of research should not be responsible to the superintendent for research assignments and to the assistant superintendent on the testing program.

7. *Authority and responsibility must be commensurate.* An individual should be delegated adequate authority to carry out his responsibilities. And the converse, authority should not be delegated without specific responsibilities. Hand in hand with authority and responsibility must go the principle of accountability--the individual to whom authority and responsibility is delegated must account for his actions to achieve a goal or goals. Likewise his superior has the responsibility to evaluate his subordi-

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1/ Dale, Ernest. Organization. New York: American Management Association, 1967. p.27.

nate's exercise of authority and success in achieving the corporate goals (carrying out his responsibilities). Any routine details should be delegated; matters of concern to only one subordinate should be delegated. A superior cannot, however, delegate the responsibility and authority for initiating and making final decisions regarding the planning, organizing, coordinating, motivating, and controlling the activities of the people who report to him. He must delegate enough authority to enable the subordinate to achieve the performance required of his job and to allow for individual creativity.

8. *Delegation of authority for decision-making.* Each decision should be delegated to the lowest level at which it can be competently made, and conversely, any decision which cannot competently be made at a given level should be referred upward.

9. *Span of control.* The span of control, span of responsibility, or span of management, refers to the long-standing principle that a given superior can effectively supervise only a given number of employees engaged in the same functional activity, usually stated as five or six. However, this theory perhaps more than any other has come under fire by management experts in the past decade. It is now argued that the long or broad span of control (more than the recommended number of subordinates) prevents oversupervision of employees and thus provides for initiative and creativity, encourages delegation of authority to its lowest competent level, and thus may in fact increase productivity.

The number of subordinates a person can effectively manage is limited not by some arbitrary mathematical equation but by the diversity of the functions supervised, the limitations of the supervisor himself, and the organizational structure in which he works. A number of factors, however, can exist or be introduced to effectively increase or decrease the span of responsibility of a single administrator beyond the theoretical limit established by some management experts. Koontz and O'Donnell in their book on the principles of management[2/] have outlined 10 ways of increasing the span of control, including a good program of subordinate training; clear and adequate authority delegations and planning; relative stability in tasks, policies, and work force; good objective standards of evaluation; good communication techniques; and the time and attention span, personality, energy, and knowledge of administrators.

10. *Short chain of command.* The chain of command, i.e., the number of layers (or levels) of authority, is often linked in practice with the span of control. That is, the longer the span of control, the shorter the chain of command. The short chain of command is traditionally preferred because the communication distance between the highest and lowest levels of authority is reduced. It might be well to mention here the scalar principle--that an organization is basically a pyramid and that there must be a direct line of authority from the top of the pyramid (the ultimate authority) to every subordinate position down the pyramid.

11. *Balance.* The principle of balance states that there should not be undue emphasis on any unit of the organization at the expense of the other units. In a school system this can happen when a superintendent with a special interest or knowledge in a particular functional area tends to favor this area with a disproportionate amount of his time and energy.

The Hierarchy in Organization

Certain phrases have been used in the above discussion which require explanation. The "level of responsibility" of an employee is that position he holds in the scalar chain of direct authority. As can readily be discovered by an examination of the organization structures discussed later in this Circular, an employee's level of responsibility is not always determined by the title he has or the salary he draws.

2/ Koontz, Harold, and O'Donnell, Cyril. Principles of Management: An Analysis of Managerial Functions. Third edition. New York: McGraw-Hill Book Co., 1964. p. 222.

Elliott Jaques in a British publication, Measurement of Responsibility, cited by Blau and Scott[3], has stated that there is a direct correlation between the freedom to decide how to use one's time and the level of responsibility. One measure of this, he proposed, is the length of time between checks by his superior in the line of supervision (as opposed to formal evaluation). On the surface this would seem to be true in education, with the exception that physical distance between the superior and subordinate will greatly affect the frequency of direct supervision. Thus, a principal may receive less actual supervision by his superior than an assistant superintendent will from his superintendent. But it is obvious that the assistant superintendent will have more discretion in use of his time than will the principal.

A clear distinction between line and staff positions is to some authors of management texts very essential in the well-organized company. Others feel that there is little distinction between them in actual operation and that any theoretical difference is unimportant. In a strict interpretation, however, a line relationship in a public school system is distinguished as those individuals and units which are in a direct line of authority or a direct reporting line from the superintendent to the pupils. Likewise, the number of levels in this direct line of authority to the pupils determines the length of the chain of command. All other functions except instruction are staff--e.g., business, personnel, legal, public relations. To state it another way, line personnel have authority and responsibility and accountability for the accomplishment of the primary objective of the organization. The staff units provide assistance of various types to the line in accomplishing these objectives.

This is not to say that the line has authority over the staff, or vice versa. The staff cannot require line officers to adopt its suggestions or ideas; it must sell them, either directly or through the superior common to both. Thus the great distinction between line and staff is not a label applied to each, but the reporting responsibility of each and the authority delegated to each.

Generally, it can be said that the only authority a staff officer has is over his own office staff. In such a case there is a line relationship in a staff unit. Various authors distinguish two, three, or even four different types of staffs. Louis Allen, for instance, distinguishes two--personal and specialized.[4] Dale distinguishes three--personal, specialized, and general.[5] The personal staff are those people such as secretaries and typists, who assist the administrator in much of the paperwork surrounding his job. The specialized staff operates in a particular area such as school-community relations, legal, or research. The general staff in a school system might include the administrative assistants to the superintendent. It is also conceivable that an assistant to an executive is a line assistant. This is most obvious in the position of deputy superintendent. In some systems he is a line officer over the associate or assistant superintendents; in others, he operates as an assistant to the superintendent and is not in the direct line of authority. This will be examined in more detail later in this Circular.

Generally, we think of staff units as reporting to the superintendent. However, it is possible for any line officer to have staff positions under him.

Another type of staff might also be mentioned--that which performs specific services to a number of units in the organization rather than to one administrator or department. Such a service staff might be a secretarial pool, a duplicating section, or a data processing section. Where should such a group be placed in

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3/ Blau, Peter M., and Scott, W. Richard. Formal Organizations: A Comparative Approach. San Francisco: Chandler Publishing Co., 1962. p. 170.

4/ Allen, Louis A. Management and Organization. McGraw-Hill Series in Management. New York: McGraw-Hill Book Co., 1958. p. 211.

5/ Dale, Ernest, op. cit., p. 61.

the organization structure? Holden[6] believes it should be assigned to the division in whose behalf it expends most of its effort. If it serves two or more equally, it should be assigned to general management.

WHEN IS REORGANIZATION NEEDED?

Management specialists point out that reorganization is most effective when it is carried out gradually. Too often, however, it is the breakdown of the administrative structure which is gradual. Growth, sometimes alarmingly rapid, is the factor most frequently responsible for weakening the administrative organization of a school system. As administrators cope with the problems of bigness, they overlook opportunities for reorganization. Symptoms of developing weaknesses are treated with a band-aid where surgery is indicated. A gap may be closed by simply adding another assistant; an incompetent "elder statesman" may be kicked upstairs and another level of management added to accommodate him; a temporary position created to justify the hiring of an especially qualified individual "takes root" and becomes permanent; or a problem may be met by appointing still another study committee, which often does not come up with the solution.

What are some of the symptoms of a weakening administrative structure? Again turning to the management specialists, Allen[7] says the organization is poor if: 1) an important function is buried or overlooked and the organization is constantly trying to catch up just to keep pace; 2) employees in top management are overloaded with work, much of which is unrelated to their effective performance of tasks necessary to achieving corporate goals; 3) the top man in the organization must devote a disproportionate amount of his time and energies to decisions on routine matters; 4) there is duplicate and wasted motion (excessive overlap of responsibilities). Koontz and O'Donnell[8] offer a more exhaustive list of the signs of organizational weakness:

1. An excessive span of management
2. Too many levels of management (long chain of command)
3. Inadequate communication between levels
4. Poor interdepartmental coordination
5. Excess committees
6. Lack of uniform policy
7. Slow decision-making
8. Failure to accomplish objectives
9. Inability to meet deadlines
10. Excessive costs
11. Breakdown of financial control
12. Inadequacies of managers
    a. Lack of knowledge or skill in a manager who, for some reason, cannot be replaced
    b. Personality clashes
    c. Staff-line conflicts

Many other "symptoms" might be cited, such as the lack of management talent, when too many young administrators have been hired at one time, producing little incentive to work for promotion since there can be few promotions to positions held by young men in top management; or all of top management may be older men and thus no administrators have received the experience and training necessary to assume their positions upon retirement. Sometimes, too, a manager has surrounded himself with an excessive number of "assistants." Some symptoms are unique to an organization and cannot be predicted.

Whatever the symptoms of needed reorganization and the causes, the objectives of all reorganization, according to Dale[9], are to 1) reduce administrative expense; 2) bring decision-making nearer the source of action (decentralization); 3) make possible greater accountability; 4) provide better means of communication; 5) reduce the burden of the chief executive and other top executives; and 6) shorten the chain of command.

6/ Holden, Paul E.; Fish, Lounsbury S.; and Smith, Hubert L. Top-Management Organization and Control. New York: McGraw-Hill Book Co., 1951. p. 37.

7/ Allen, Louis A., op. cit., p. 63.

8/ Koontz, Harold, and O'Donnell, Cyril, op. cit., p. 378-79.

9/ Dale, Ernest, op. cit., p. 193.

HOW TO GO ABOUT THE TASK OF REORGANIZATION

Authors on management science agree that although there are no step-by-step procedures in determining the type of organization needed, reorganization should follow a definite sequence of planning activities. To Louis Allen, again, we are indebted for the following list:[10/]

Develop objectives and other plans

If a school system already has a statement of goals spelled out in the policies of the board of education, these should be reexamined. Goals may change for many reasons; no organization is static. The importance of reexamining and redeveloping plans and goals and structuring the organization on these is evident if one considers what happens when a new department or job is merely tacked on here or there to meet a new need, or when in the reorganized school district, departments are merely merged from the old districts.

A word about the value of the program budgeting approach is in place here. In developing a program budget, a school system is forced to look ahead and plan for at least the next five years. This forms a ready-made basis for planning for organizational changes that must take place.

Analyze the existing organization

This requires a thorough functional analysis of the work done by each unit and individual, the authority that is delegated to each individual, and the relationships, including the informal ones, which have been established over a period of time. This analysis involves a penetrating look at the whole organization structure and each part of it in relation to each of the principles of organization discussed earlier in this Circular. In order to identify accurately and exactly the work being done by each individual even if job descriptions exist, an interview approach or an interview plus questionnaire approach is indicated. The interview approach is viewed variously by management experts. Some opt for the top to bottom order in interviewing, others for the bottom up; but whatever the approach, the data should be reconciled between levels and with the existing job descriptions. The result of this should be to identify the work that is done by each position and the work that is not.

In using a combination of interview and questionnaire, experts such as Allen[11/] state that the questionnaire should precede the interview, but that both should be preceded by an orientation conference to acquaint everyone with the purposes and techniques that will be followed in the interview and questionnaire and to assure them that this is not an evaluation. The questionnaire should encompass the purpose of the job, what contribution it makes to the overall goals of the system, what planning work the individual undertakes, what organizing work, what coordinating work, what motivating work, what controlling work, and what operating work.

Part and parcel of the interview regarding responsibilities should be an analysis of the individual's authority in regard to each item of work he performs, ranging from final authority to only "must be notified of action taken." If this analysis is made for each individual, for each item of work, overlapping and overlooked areas can be identified.

The task of analyzing the existing organizational structure, as well as carrying out the other steps in reorganization requires much time and concentrated attention. While a good deal can be said for the chief executive taking on this job himself, few superintendents would be able to find the necessary time. Other options are open, however. Ideally, a school system could employ a full-time administrator whose primary responsibility is in the area of organizational change and relationships. Generally, however, one of three other approaches are used: the task force approach, a general assistant to the chief executive who is released from his duties during the period of reorganization, or

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10/ Allen, Louis A., op. cit., p. 281

11/ Ibid., p. 286-88.

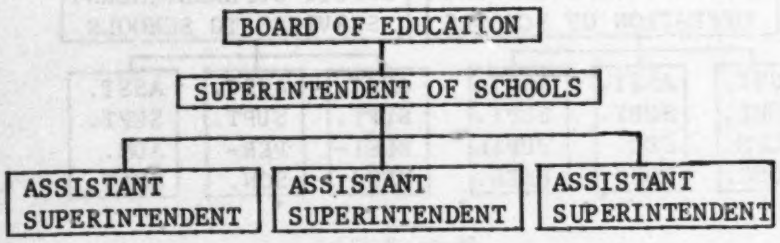
outside consultants--specialists in organization and management hired to survey the existing structure and submit a plan for reorganization.

Prepare the ideal plan

Here the reorganizing school system is more or less on its own. Guidance may be obtained, however, by studying the basic types of plans now in operation and by showing what other school systems have done. Four plans of organization are distinguished by Allen.[12/] The first three are commonly found in all but the very smallest school systems. The last plan (in a compressed version) is today found only in the very small system which does not hire a superintendent.

The four major organizational structures for the top executive function are: 1) the chief executive alone; 2) division of functions between the chief executive and the chief operating officer; 3) division of functions between a chief executive, a chief operating officer, and a chief staff officer; 4) group organization (board or committees) for the chief executive function.

Type 1. With only a chief executive at the top level of management, all line and staff departments are directly supervised by the chief executive, as illustrated in the abbreviated school organization chart below.



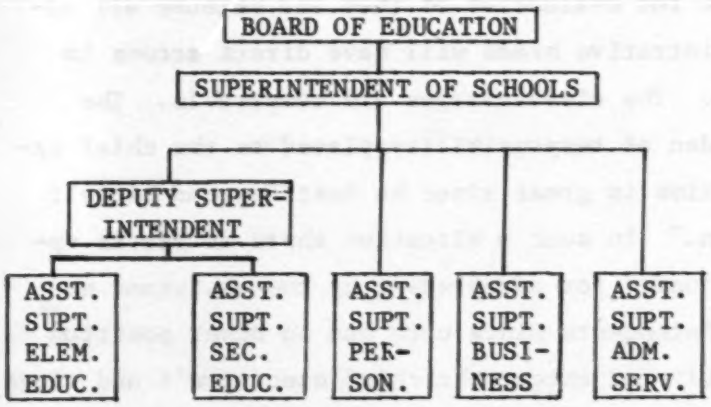
Type 1

Examples of such operating organizations in actual school systems appear in Figures I-IV, VI-IX, XI, and XIII. The advantages and disadvantages of such an arrangement are obvious. The chief executive will have close personal knowledge of all the operations and administrators in the organization because he is responsible for evaluation of them and because all administrative heads will have direct access to him. The disadvantages are comparable. The burden of responsibility placed on the chief executive is great since he must "spread himself thin." In such a situation there is little opportunity for advancement by the assistant superintendents since each has no other position to try for except the chief executive's and since each is so specialized he is hardly prepared to assume a generalist position of superintendent. Also the superintendent may try to alleviate his burdens by appointing more and more general staff assistants to handle various aspects of the chief executive function.

Within the framework, some of the disadvantages of this type of organization can be eliminated by the appointment of a line assistant to the superintendent--an associate or deputy superintendent who acts for the superintendent in his absence and handles much of the routine details and provides a screening function between the chief executive and all of the line and staff department heads (Figures VIII and IX). He may also be assigned certain specific parts of the superintendent's job, rather than having them turned over to staff assistants.

Type 2. Another practicable way to relieve the superintendent of many of the responsibilities devolving upon him is to appoint a chief operating officer. In this second major kind of organizational structure, the duties are divided between the superintendent and the chief operating officer (usually a deputy, associate, or assistant superintendent). In this structure, depicted on the following page, each man has the responsibility for a defined number of departments; usually the superintendent heads up the staff departments, and the chief operating officer the line departments. As can be seen from the organization charts of actual systems in Figures V and XV, the chief operating officer may also have staff departments reporting to him. In the following chart and in the Figures beginning on page 16, personal staff members for department heads are not shown.

12/ Ibid., p. 255



Type 2

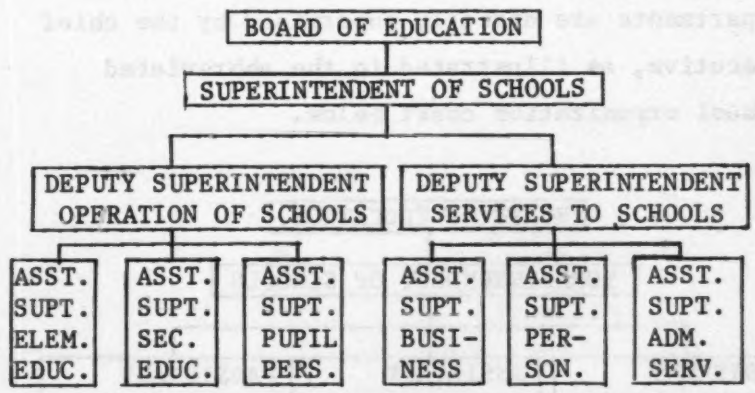
In such an organization the departments assigned to the chief executive are those which will enable him to devote much of his attention to the long-term aspects of the system--planning and development, policy-making and financial planning, and capital expenditure--as well as those which relate to the external communications of the school system, e.g., public relations, legal affairs.

The chief operating officer, on the other hand, is responsible for running the system--for the day-to-day operations of the schools--according to the policies and goals outlined by the board of education and the chief executive. These provide the general framework within which the chief operating officer makes specific decisions regarding the day-to-day operations. For the actual execution of policies and plans and the achievement of goals, the chief operating officer is responsible to the superintendent, who delegates some of the chief executive responsibilities to him.

To carry out their duties, both the chief executive and the chief operating executive (and even some of their department heads) may also have specialized staffs and even general staff members. The nature of such staffs will, of course, vary according to the goals of the system, the size of the system, and the capabilities of the executives.

The advantages of such an organization are many. The chief executive is relieved of many routine and detailed operations; planning is separated from execution and thus a system of checks and balances is provided. An experienced replacement for the chief executive is available. However, under this organization, the chief executive is literally separated from contact with his line department heads. This need not be a problem if the line heads understand that they have access to the superintendent on matters which cannot be settled with the chief operating officer; the line heads must still be responsible to the chief operating officer, and action must be taken through the chief operating officer.

Type 3. In the larger school systems or other organizations a third type of organizational structure is feasible, and indeed almost essential. The chief executive-chief operating officer-chief staff officer arrangement pictured below, allows the chief executive to supervise only two positions. The staff functions are all grouped under a chief staff officer. In actual practice, however, not all staff functions are assigned to the chief staff officer; the superintendent maintains under his jurisdiction some staff departments which are necessary to assist him in the functions retained in his office--planning and policy development. Examples of school systems organized this way appear as Figures X and XII.



Type 3

Type 4. The fourth type of organization, group or committee organization for the chief executive function, is hard to visualize in a school system, and many authors contend that it is unlikely that it would work well in any organization since there should be a single person in whom all authority rests. However, in some small school systems a type of organization similar to this does exist; the board of education

is both the policy-making and policy-executing body. The line of authority flows directly from the board to the principals or even the teachers. The various functions which reside in central office department heads in a larger system may be vested in committees of the board, but the line of authority is from the board of education to the school building. The dual system of administration depicted in Figure XIV, on page 40, might also be said to be a group organization for the executive function--albeit a group of only two administrators.

The concept of the group or committee organization for the chief executive function is perhaps not as far-fetched as we might first believe. Peter Drucker, in the Practice of Management[13/], states that the top management task is so large in scope that it exceeds the capabilities of any man. The well-managed organization requires a team of executives, in which each man has a clearly defined area of expertise and a clearly assigned role in achieving the goals of the organization. This is in effect what each system has in the "superintendent's council" or "cabinet." This cabinet in effect is the "administrative team" of a school system. Generally each major functional area is represented by the administrator who has the highest level of responsibility within that functional area. He provides his expertise to the other members and draws from them their judgment and knowledge within their own areas. All of this in turn is coordinated by the superintendent.

All forms of school organization, whether centralized or decentralized, are basically variations of these four organizational types.

It is perhaps easier to tell the organization planner what not to do rather than what to do. One of the thorniest problems faced by the planner is what to do about the individuals currently in the organization. The ideal plan may be weakened if the organization is tailored to individual personalities. Objectivity should characterize the planning process. Jobs should be tailored to normal individuals with the customary aggregates of personality traits, education, and experience. Unless the job is thus approached, the retirement or resignation of the incumbent may leave a gap that is impossible to fill without major reorganization. While organizational flexibility is greatly to be desired, and the process of reorganization should be a gradual process, the whole planning process must be repeated each time a person leaves if the job has been tailored to his capabilities and perhaps to his desires.

Although an organization chart merely provides a framework for the administrative structure, it is important that the new administrative structure be readily chartable. Any relationship which cannot be charted easily is probably illogical and confusing to those who must work under it.

Try out the plan

Obviously, it is unwise to commit a school system to an organization plan before the plan is tested. A single unit or department due for change under the new plan can be used as a testing ground. The operation of the reorganized unit must be carefully monitored and documented. Any difficulties which occur in relationships and any overlapping or omitted functions can be identified. It might be wise to implement the change in a department where major personnel replacements are not required.

Prepare phase plans

After the pilot test turns up flaws in the organizational thinking behind the plan, definite steps can be taken to put the "ideal" plan into operation, bearing in mind that the ideal plan is a GOAL. The transition between the existing plan and the ideal may take several years and should be accomplished gradually by means of phase plans--intermediate steps which move the organization toward the ideal as quickly and efficiently as possible.

It is in the phase plans that reconciliations can be made between the individuals al-

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13/ Drucker, Peter F. The Practice of Management. New York: Harper Brothers, 1954. p. 138.

ready on the staff and the jobs as reorganized. A retirement or resignation can be the opportunity for institution of a phase plan in a department where an individual cannot be adapted to the new structure. Where possible and in the best interests of the system, personnel should be promoted; where this is not possible, job retraining should take place. There are no overall rules to follow in working with individuals in an organization change. However, it is not advisable to "kick upstairs" a person who no longer fits into the organization structure. Unfortunately, all individuals do not grow with the system. A person who has spent many years with the system may be highly skilled in a technical field but unable to handle the general management aspects which the position may require as a result of the organizational change. Aside from the fact that he has tenure in the system, such a person is invaluable and room may be found for him as a special consultant--a position which can be abolished when the individual comes up for retirement. There may be other special deviations made from the organization plan--but always on a temporary basis. The ideal organizational structure should be achieved as soon as possible.

Establish uniform nomenclature

The actual titles assigned to the various administrative positions may seem relatively inconsequential. This factor needs careful attention, however, not only to avoid confusion on the part of persons outside the system, but also as a morale factor within the system. What should be aimed for in a new school system organizational structure, and in the accompanying job descriptions, is uniformity of titles at a given level of responsibility. A distinction might be made between certificated and noncertificated personnel at a particular level, but care must be taken to avoid a reclassification of titles into even more levels of responsibility. While it might also be helpful to distinguish line and staff positions at each level of responsibility by different titles, this could create an unnecessary multiplication of titles since staff positions can exist at many responsibility levels.

In this connection, it might be pointed out that the Educational Research Service and other data-dispensing agencies would be most appreciative if a uniform set of administrative titles to be applied in the same descending order in all local school systems were to be universally adopted. Then it would be possible to respond with some degree of accuracy to the many requests for comparative data on staffing ratios in individual systems. At present this is almost impossible, due to the wide range of titles and responsibilities in such positions as associate and assistant superintendents, coordinators and directors, supervisors and consultants. Even the title "Superintendent" is not universally applied to the chief executive. In Nashville, Tennessee, he is the Director of Schools, and in some small Northeastern districts a Supervising Principal heads the schools.

Develop corollary personnel programs

If the organization has been restructured, doubtless the personnel policies will have to be rethought in many areas, such as staffing ratios and provision of clerical help. Most importantly, job descriptions must be rewritten, and the salary structure will probably have to be reordered. Possibly, too, the system of personnel evaluation could be improved and will certainly have to be restructured to reflect new reporting relationships. Even a number of routine personnel functions such as the submission of time sheets, distribution of paychecks, and notification of policy changes, will require adjustment.

Overcome resistance to change

No matter how foolproof or efficient the new organization plan is, it is subject to failure if the individuals involved do not accept the plan and work for its success. Resistance to change may be avoided from the very beginning if those directly affected by the change are brought into the planning through consultation. At all phases of the reorganization process, communication to all employees AND THEN to the public is essen-

tial. The school staff must understand why the organization is being restructured, how it is being done, and most importantly, how it will affect each of them. Relationships, skills, and attitudes may have to be changed in the process.

There are a number of ways in which the natural resistance to change may be overcome. The PR man and the psychologists should be helpful in this area of planning.

The important thing to remember in organizational change is that the ideal plan should always be the goal. It is inevitable that satisfactory, rather than optimal, solutions toward goal achievement will have to be accepted. But the end result should certainly be an improvement if the reorganization adheres to the principles of organization and the steps in organizational changes suggested above.

ANALYSES OF SOME ORGANIZATIONAL STRUCTURES

In order to eliminate some of the confusion due to the incomparability of titles among school systems, as well as the lack of clarity in many organizational charts, the Educational Research Service developed the matrix-type chart shown on pages 14 and 15. The chart has been completed for a single school system following the instructions which appear below the chart. On such a chart it becomes evident in which functional area each type of job falls and the number of people employed in each level of responsibility for each functional area. If any dual reporting relationships exist, they will become evident as the job is placed on the chart. No attempt has been or should be made to indicate lines of cooperation or advisory relationships; such do not belong on an organization chart.

This is in effect an organization chart turned on its side. The same information appears as a conventional organization chart in Figure XIII, on page 38. There are many possible additions or refinements that could be made on the chart, such as color-coding the staff and line positions under each functional department head, or coding the certificated and noncertificated personnel. An overlay could be prepared to show the number of clerical (personal) staff assigned to each position. An overlay might also identify the composition of advisory committees to the superintendent or other top administrative officer, indicating personnel from each level who make up the committees.

Such a chart should be prepared for the existing organizational structure so that dual reporting responsibilities become evident, as will too broad spans of control, too long chains of command; under- or over-staffing can be identified in each area. If too many titles appear in parenthesis, perhaps a restructuring of nomenclature is necessary. If a large gap appears between the highest and next highest position in a functional area, the top position may be on a too high level of responsibility, or may be understaffed, or may indicate that it should be a staff position (if it is not already).

An examination of job descriptions is necessary to discover the delegation of authority and responsibility, cooperative relationships, functional areas not covered or double-covered, and job specifics. Questions relating to the individuals who occupy the jobs--promotability, opportunities for promotion, adequacy of skills, personality factors--can only be determined through an intensive examination of personnel files and/or personal interviews. The matrix has another weakness, for it can show only the central office staff. The reporting relationships of building professional staff are not shown.

Beginning on page 16, organizational charts which represent the central office administrative structure in school systems during 1969 are reproduced. None is perfect; none so inadequate that it has nothing to recommend it. A number of factors were considered in selecting the charts to be reproduced so that the greatest variety of situations could be illustrated. Chief among the features considered were the size of system; the reporting relationships and their possible effect on a personnel evaluation program; the various ways jobs have been grouped into functional areas; the adaptation of one of the four organizational types; the kinds of instructional and auxiliary serv-

ices the school system must provide; and pupil-staff ratios.

The charts illustrate classic, innovative, and faulty features of organizing for educational administration. In some cases small adjustments have been made in the structure to illustrate a particular point of discussion. The charts have been arranged by size of system, and have been redrawn, where space permits, to conform to the approach suggested by the matrix on pages 14 and 15. In all charts the personal staffs of administrators (secretaries and the like) have been eliminated; in the larger systems all noncertificated personnel other than division heads have been omitted. In each of the sample organization charts the members of the superintendent's cabinet are indicated by a double box enclosing their titles, and the line of authority from the superintendent to the individual school buildings has been drawn with a thicker line.

It is emphasized that such analyses as have been made for the following charts are inadequate bases for total reorganization of a school system. An indepth approach of the type suggested in the section beginning on page 6 of this Circular is required to obtain an accurate picture of a particular school system's organization. The organization charts and the accompanying comments are designed to suggest possible ways of organizing as a system develops its ideal organizational plan.

This study was designed and written by Suzanne K. Stemnock, Professional Assistant, Educational Research Service

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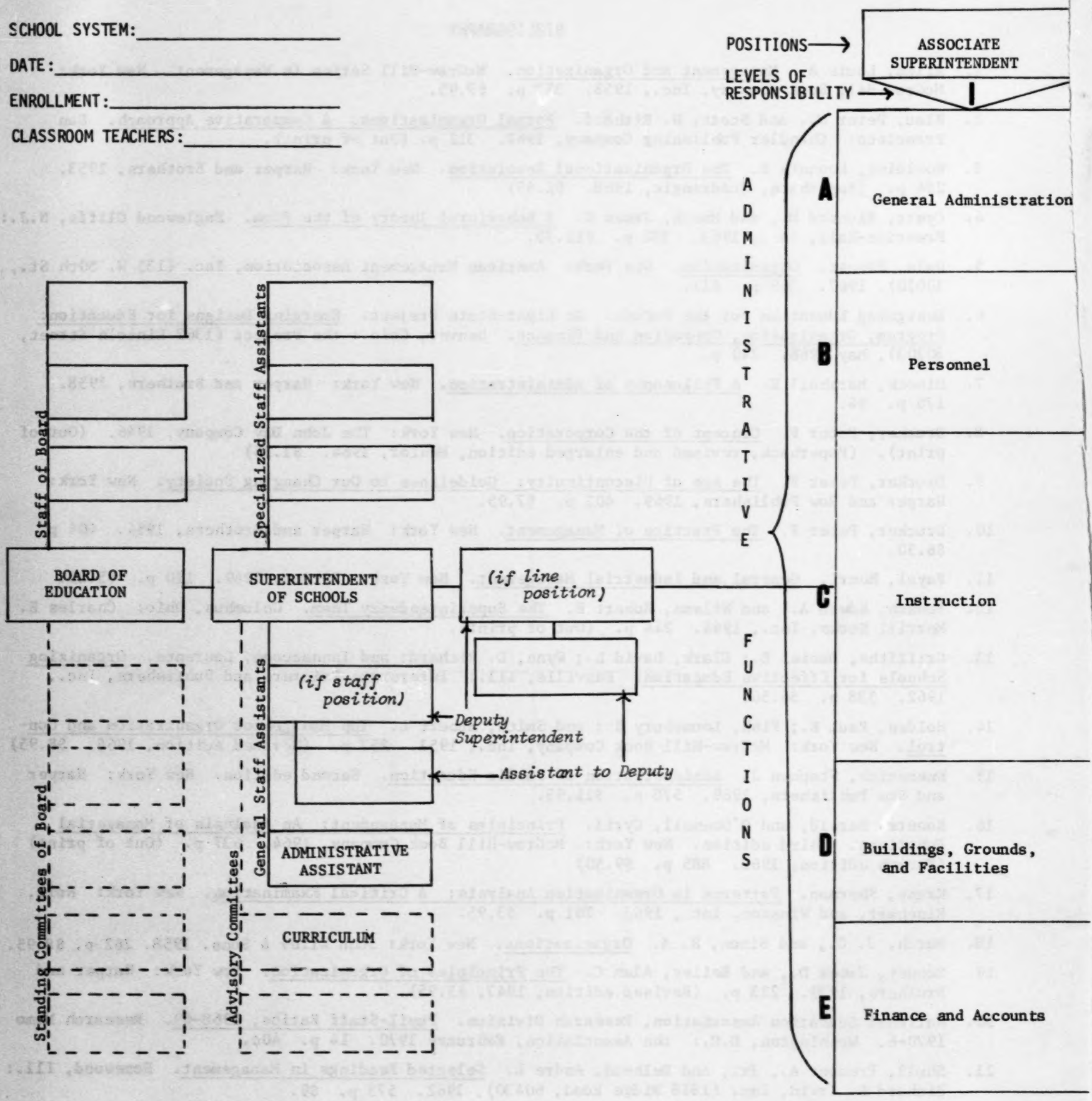
SCHOOL SYSTEM:_____

DATE:_____

ENROLLMENT:_____

CLASSROOM TEACHERS:_____



On the left-hand side of the chart, provision has been made to indicate the staff assistants, general assistants, and committees of the board and the Superintendent, although the sample school system has only one general assistant to the Superintendent. Please note that the structure of the Superintendent's staff allows for placing a deputy superintendent in either a staff or a line position. If two deputies are employed, they should be shown in Column 1 of the chart.

In the boxes at the top of Columns 1-5, the major central office positions have been entered in descending order of responsibility from left to right. In the boxes under Column 1, the functional areas headed by an ASSOCIATE SUPERINTENDENT have been placed vertically (Rows A-E), one to a box (General Administration, Personnel, etc.). In each of Columns 2-5 have been placed the positions which carry the title indicated at the top of the column. Accordingly, all functions that are headed by an ASSISTANT SUPERINTENDENT are in a box under Column 2 on the same row (A, B, etc.) as the functional area in Column 1 in which they fall. Thus, too, all functions in Row A are within

ASSISTANT SUPERINTENDENT 2	DIRECTOR 3	PRINCIPALS AND SUPERVISORS 4	COORDINATORS 5
Data Processing Research	School-Community Relations Land Acquisition and Planning-Zoning		Projection of Pupil Population Research
		Teacher Recruitment and Records Teacher Placement and Reports Noncertificated Personnel	Salary Determination and Records - Certified
Supervision and Curriculum Federal Programs and Administrative Services	Curriculum Instructional Supervision Psychological Services Educational Television Adult Education and Summer School Pupil Personnel (13) School Lunchrooms Administrative Problems - Certified Personnel J.C.A.C. Activities Audio-Visual and Instructional Materials	Instruction (27) Testing and Counseling Principals (91)	Instruction ETV Production Library Services Student Problems School Lunchrooms Federal Programs Audio-Visual Instructional Materials
Pupil Transportation and Property Control Maintenance, Operation, and Schoolhouse Construction	Pupil Transportation Maintenance Operation Buildings and Grounds	Maintenance Operation	Pupil Transportation Garage and Vehicular Control Construction & Remodeling
	Purchasing Finance Budget Control	Payroll	(Administrative Assistant, Federal Accounting)

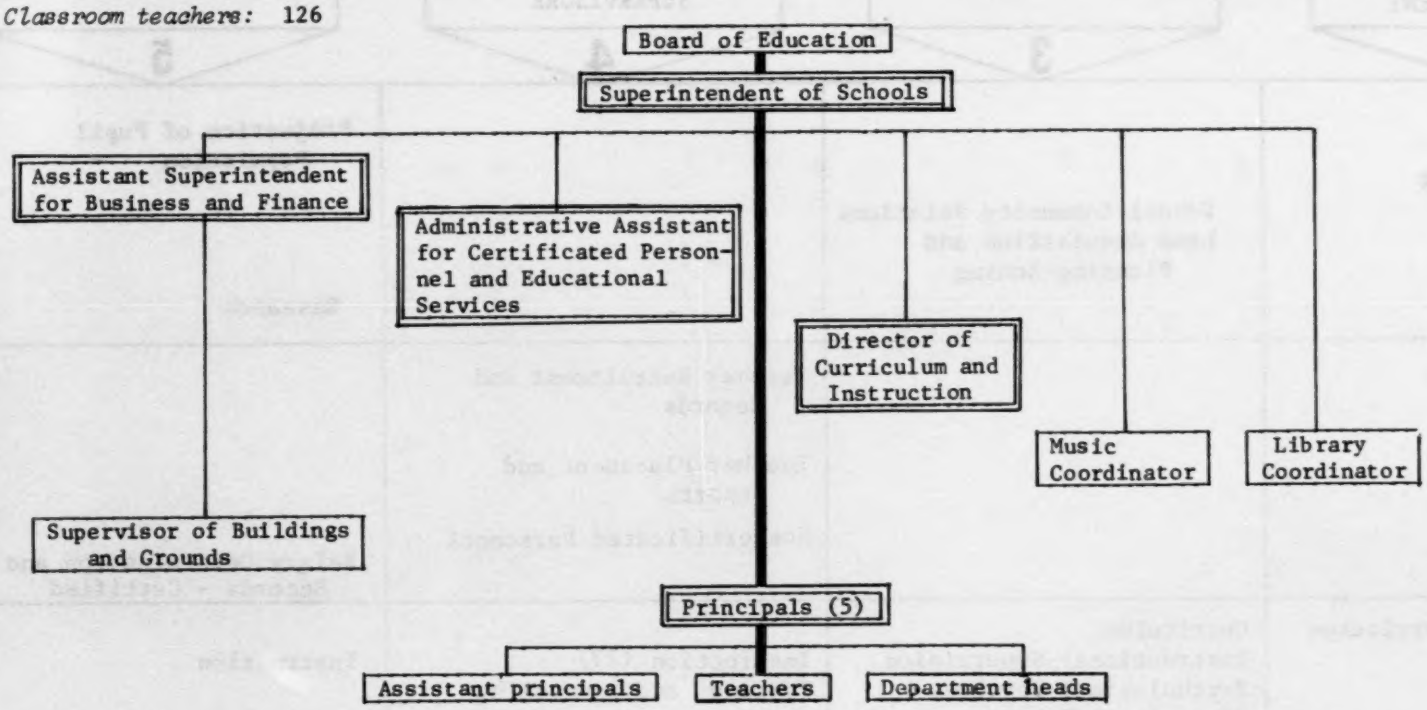
the functional area headed by the Associate Superintendent for General Administration. If a functional area is not headed by an administrator on Level 1, and is not a staff position to the Superintendent, it should be placed in a separate row under the appropriate level of responsibility.

Note in Column 5, Row E, the position of Administrative Assistant has been placed in parenthesis since it does not have the title COORDINATOR but is considered to be on the same level of responsibility. Note also that the number of personnel with a given title is indicated in parenthesis after the position [Row C, Column 3, "Pupil Personnel (13)"].

In the sample school system, principals are equivalent to SUPERVISORS. This may not be true in all systems, in which case principals may not appear on the chart. The number of rows and columns may be more or fewer in another system.

Enrollment, K-12: 2,364
Classroom teachers: 126

FIGURE I



Enrollment, K-12: 7,824
Classroom teachers: 350

FIGURE II

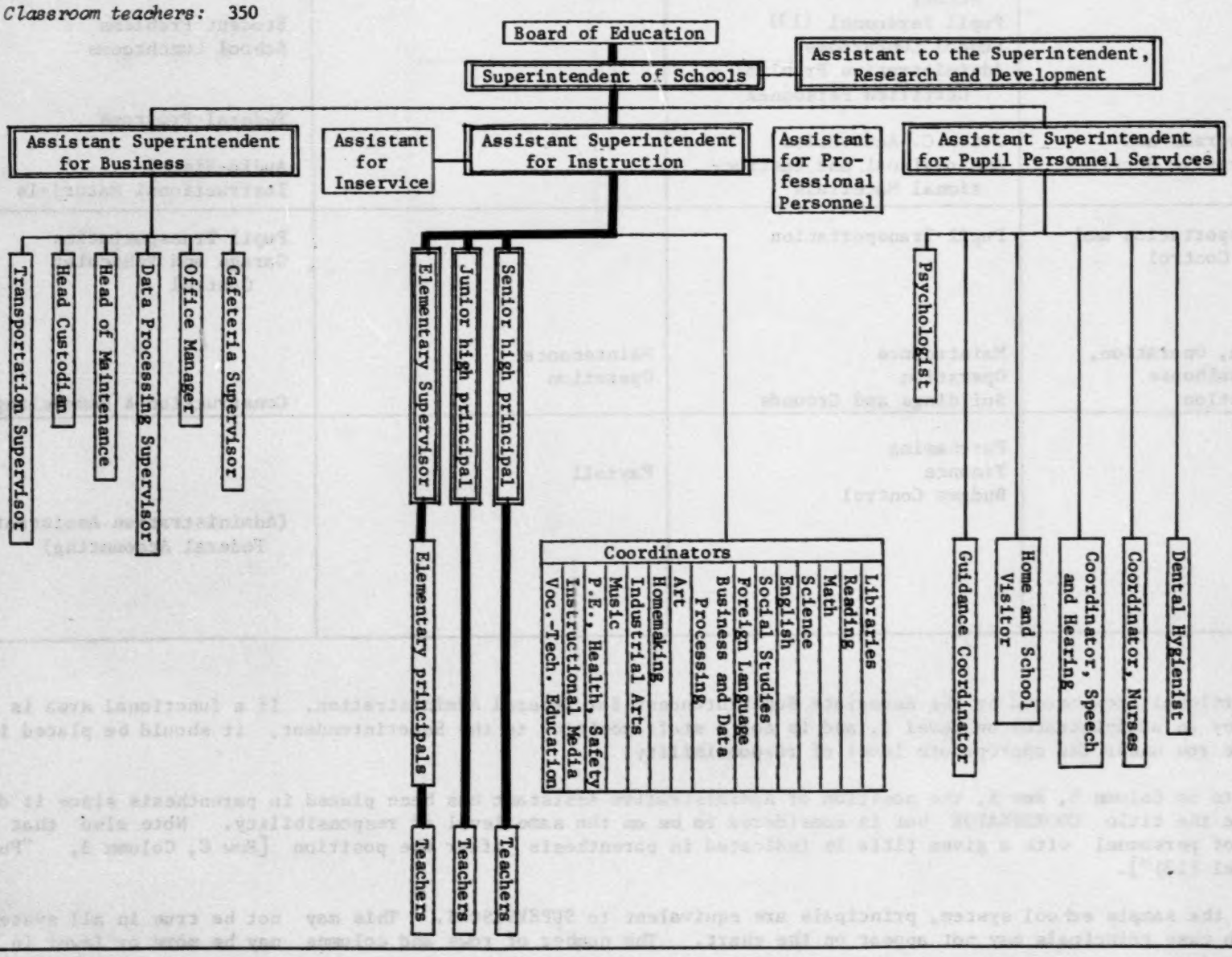


FIGURE I

The system represented in Figure I is a midwestern city school system, which has remained fairly stable in enrollment over the past five years. The size of central office staff has increased, however, due to the provision of more educational services and a change in the organization structure.

The line of communication is direct--all five principals report to and are evaluated by the Superintendent. With the exception of the Supervisor of Buildings and Grounds, all central office administrators report directly to the Superintendent. In the individual buildings, all personnel report to the principals, i.e., assistant principals and department heads are not line supervisors.

The organizational structure is a flat or horizontal structure, rather than a vertical one. In theory, and probably in practice, the span of control is not excessive--only 10 administrators report directly to the Superintendent. It is perhaps worth considering, however, whether the music and library coordinators might not more effectively report to the Director of Curriculum and Instruction. Since the Director of Curriculum and Instruction is not in the line of authority from the Superintendent to the individual schools, his is a staff position, advisory in nature.

The role of the subject matter specialist in any school system is particularly difficult to chart, since the specialist (supervisor, consultant, coordinator) is rarely if ever a line person, i.e., he reports to a central office administrator.

The division of functions on the three highest levels of responsibility is organizationally sound for the size of system--business and facilities, staff and pupil personnel, and curriculum and instruction.

On this organization chart, as in all others in the Circular, the line of authority from the superintendent to the building personnel is indicated by a heavier line, and the members of the superintendent's cabinet are enclosed in a double box.

FIGURE II

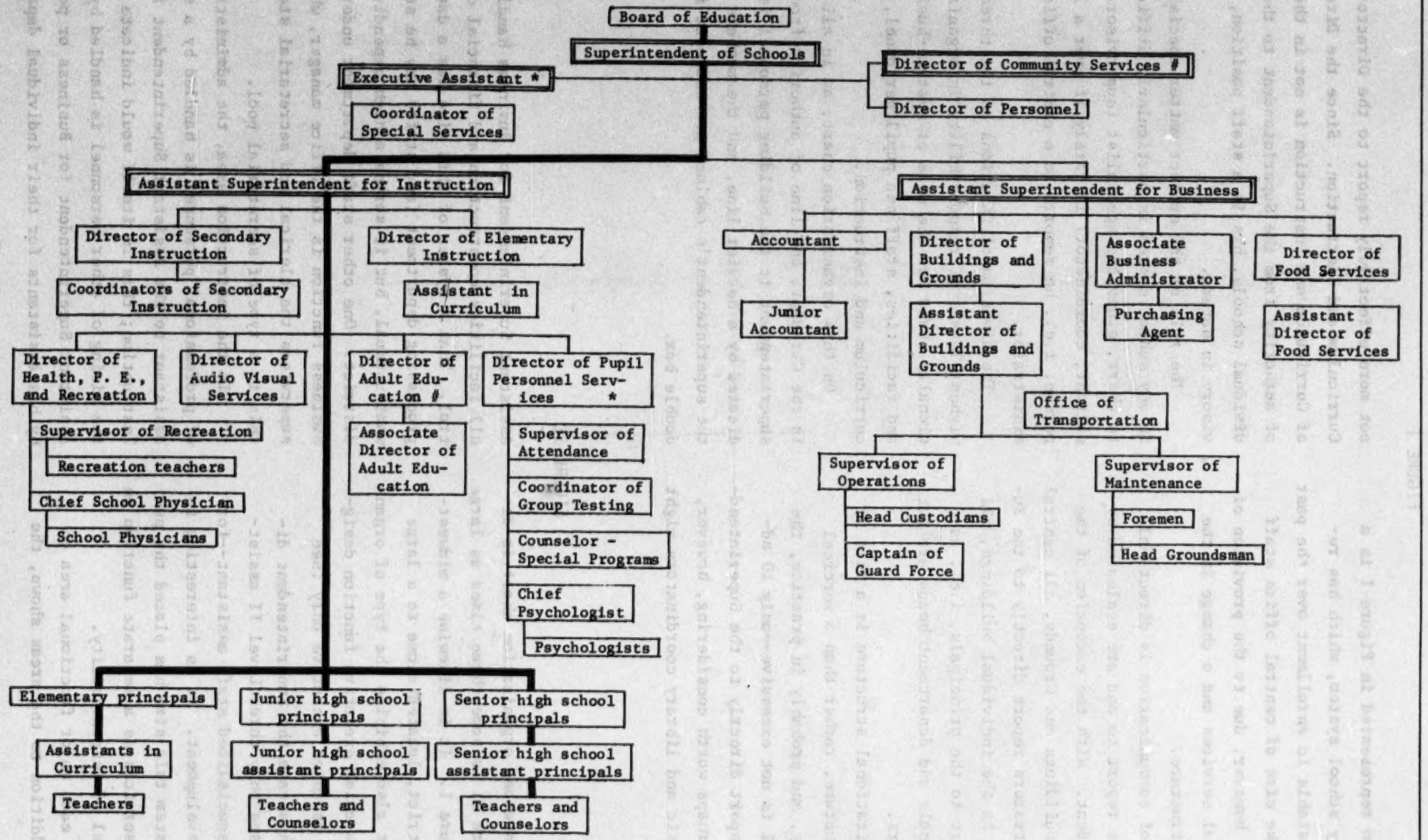
The system whose organization chart is depicted in Figure II is some three times as large as that in Figure I. It is likewise a midwestern school district, located close to a large university. It also exhibits the type of organization for the chief executive function designated by Allen as chief executive only (see page 7). In this case the Superintendent directly supervises only three Level II assistants, and one specialized staff assistant--for Research and Development. It is interesting to note that a system this size has placed the pupil personnel services as a separate function on the second level of responsibility.

Analyzing each major functional area on Level II, in addition to the areas shown, the Assistant Superintendent for Business handles all facilities construction and financial control. That a system of this size has a data processing department (and staff) may be somewhat unusual, but it serves a high expenditure district. One other staff department under the business function is the office manager, who supervises the clerical and secretarial staff; this is a type of secretarial pool.

In the instruction area, the administration of professional personnel is handled by a staff assistant to the Assistant Superintendent for Instruction; this in itself would indicate that the hiring of other personnel is handled by the Assistant Superintendent for Business or perhaps by his assistants for their individual depart-

Enrollment, K-12: 9,879
Classroom teachers: 574

FIGURE III



* Same person

\# Same person

ments. There is much in favor of placing the hiring and general personnel management of teachers under the instruction department. The practice of hiring and monitoring personnel by the departments in which they are employed is favored by most management experts.

Another evidence of the wealth of the district is the fact that a second Assistant to the Assistant Superintendent for Instruction handles inservice matters; this may also be related to the proximity of the university. It is somewhat unusual, however, that the line of authority is direct from the Assistant Superintendent to the junior and senior high school principals, while authority flows through the Elementary Supervisor to the elementary principals. Also, the elementary principals are on a lower level of responsibility than the other two principals--on the same level with the coordinators in subject matter areas. The coordinators serve both the elementary and secondary instructional levels in their respective subject matter areas.

The Assistant Superintendent for Pupil Personnel directly supervises only one Level III subordinate--the psychologist. The fact that he is on a higher level of responsibility than the five other titles under the Assistant Superintendent is due to his training and professional status, rather than to the importance of the job. However, glancing at the Level III supervisors under the Assistant Superintendent for Business, this practice is not consistent throughout the central office structure. The pupil personnel services offered by the district are extensive; the district does not rely upon the municipal government for services in this area.

The number of pupils per central office administrator, 230.1, bears out the fact that this is an unusually well-staffed district.

In summary, the superintendent directly supervises only four administrators (a short span of control), the Assistant Superintendents for Pupil Personnel and Business supervise six each, and the Assistant Superintendent for Instruction supervises 20. Between the secondary principals and the Superintendent there is only one level of responsibility, but there are two between elementary principals and the Superintendent. The lines of communication are thus lengthened since the elementary principals do not serve on the Superintendent's cabinet as do the secondary principals, but the Assistant Superintendent for Instruction's span of control is thus shortened.

FIGURE III

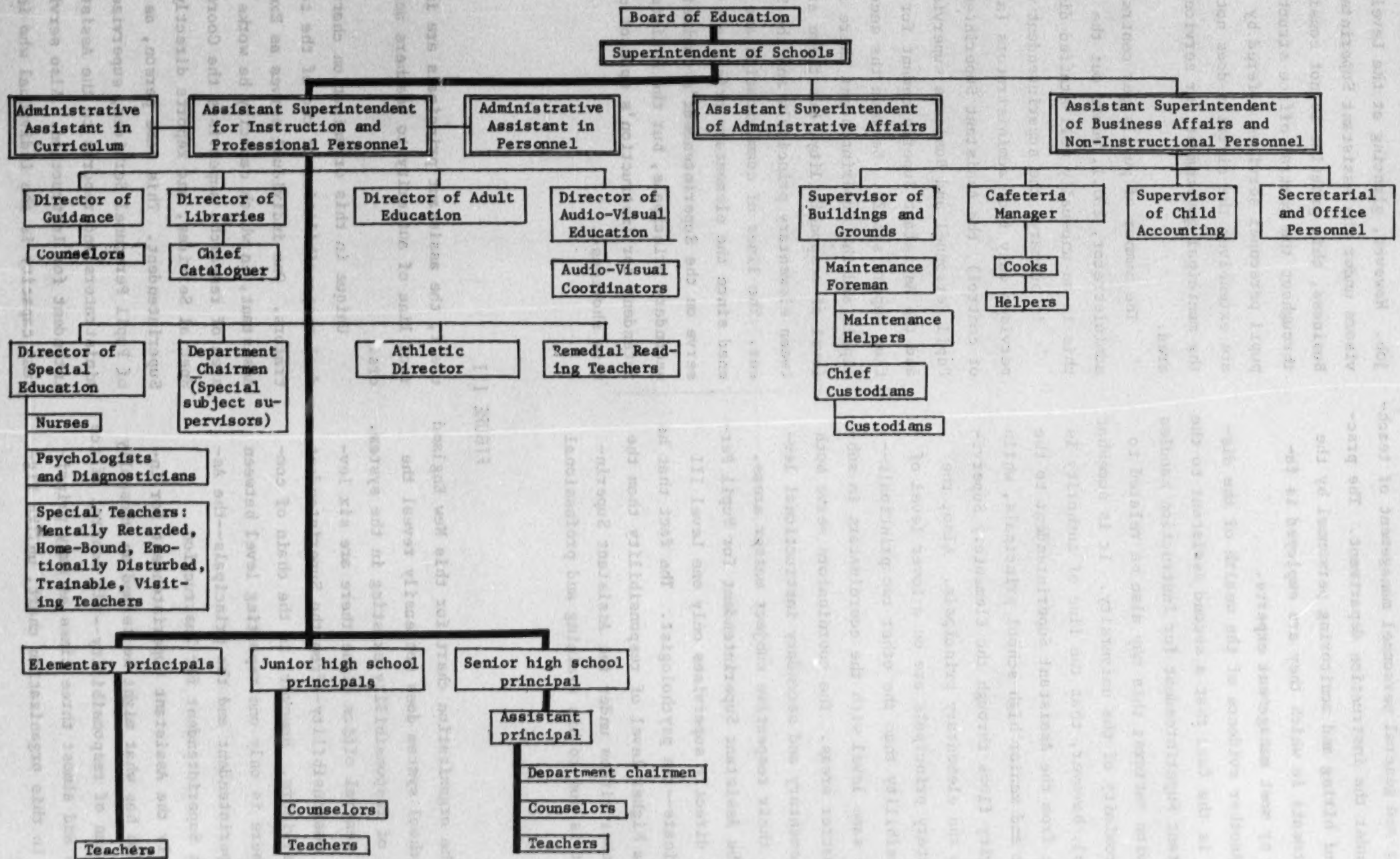
The organization chart for this New England city school system does not easily reveal the levels of responsibility existing in the system. In the central office alone there are six levels of responsibility--from the Superintendent, to supervisors. However, in the chain of command there is only one reporting level between the Superintendent and the principals--the Assistant Superintendent for Instruction.

Only the Assistant Superintendent for Instruction has what might be termed an unusually broad span of responsibility--six central office persons and almost three times as many principals. In this organization chart, unlike Figure I, the assistant principals are in the direct line of authority to teachers and counselors.

Unique in this organization chart are the dual responsibilities of two of the top administrators. One individual serves as Executive Assistant, in which capacity he works in the area of research, supervises the Coordinator of Special Services, and reports directly to the Superintendent. This same person, as Director of Pupil Personnel Services, supervises four administrators and reports to the Assistant Superintendent for Instruction. Also serving in a dual capacity is the individual who is Director

Enrollment, K-12: 12,317
Classroom teachers: 491

FIGURE IV



of Community Services and Director of Adult Education. In the first capacity, he supervises the Director of Personnel and reports to the Superintendent; in the latter position, he has an assistant director and reports to the Assistant Superintendent for Instruction.

A more logical arrangement would have the Executive Assistant to the Superintendent assume the public relations functions now assigned to the Director of Community Services. The Director of Adult Education could then devote full time to that area. The position of Associate Director of Adult Education might be eliminated if the personnel duties associated with adult education were transferred to the Director of Personnel. The Coordinator of Special Services, who is responsible for state and federally funded programs, could report directly to the Assistant Superintendent for Instruction.

FIGURE IV

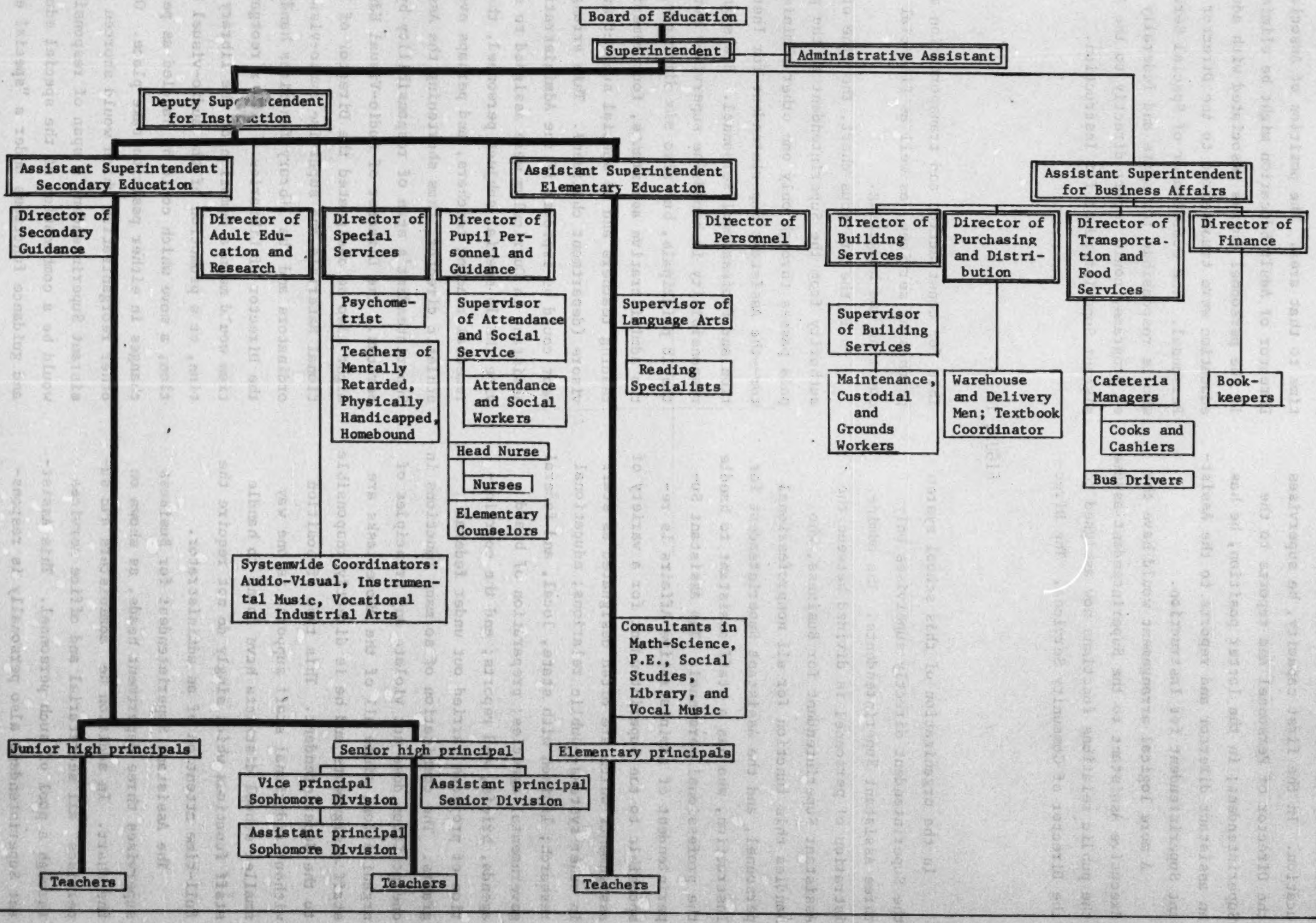
In the organization of this school system the Superintendent directly supervises only three Assistant Superintendents. The administration of personnel is divided between the Assistant Superintendent for Business, who handles this function for all nonprofessional personnel, and the Assistant Superintendent for Instruction, who has a staff assistant to handle the professional personnel. The Assistant Superintendent of Administrative Affairs is responsible to the Superintendent for a variety of assignments which are often designated as staff in other systems--public relations; educational research; liaison with state, local, and federal governmental agencies; preparation of board agenda, briefs, and reports; and the coordination of projects carried out under federal grants. The combination of so many functions in one position does not violate any principles of organization, since all of the above tasks are staff assignments and he is directly responsible to the Superintendent. This type of position without additional staff support, is one way smaller school districts have found to handle staff functions which singly do not require the full-time attention of an administrator.

The Assistant Superintendent for Business supervises three department heads, as shown on the chart. In addition he "administers and supervises" all secretarial and office services through a pool of such personnel. This Assistant Superintendent also personally is responsible for construction and transportation and purchasing services, as well as financial accounting and budgeting.

As in the previous chart, the line of authority from the Superintendent to the principals passes through only one other administrator--the Assistant Superintendent for Instruction and Professional Personnel. His span of responsibility is broad--he supervises not only the 18 principals, but also six directors, two administrative assistants, four remedial reading teachers and 16 special subject supervisors (department chairmen). This arrangement could be improved if the Administrative Assistant in Curriculum were assigned to supervise the 16 special subject personnel, the four remedial reading teachers, and perhaps even the athletic director, thus shortening the Assistant Superintendent's span of responsibility by 21 persons. The Director of Audio-Visual Education might also be designated the Director of Instructional Materials and supervise audio-visual coordinators and the library functions handled by the Director of Libraries. Such a reorganization would mean a demotion of the library position, or a promotion of the audio-visual position, a move which could be handled as personnel changes in either position take place. One other reorganization which would shorten the Assistant Superintendent's span of responsibility would be a combination of the special education and guidance functions under a "special educa-

Enrollment, K-12: 14,500
Classroom teachers: 680

FIGURE V



tional services" or "pupil personnel services" division; again a promotion or demotion would be necessary or another administrative position would have to be added to head both functions.

In the Instruction department two dual reporting relationships are evident. The "department chairmen" act both as special subject supervisors reporting to the Assistant Superintendent and as department heads for the high school, reporting in this capacity to the assistant principal at the high school. The counselors are also indicated as reporting directly both to the Director of Guidance and the junior high school principals or senior high assistant principal.

FIGURE V

This is the first example we have examined which illustrates the second type of organization for the chief executive function (see page 7). The line of authority for line functions flows from the Superintendent through a chief operating executive--the Deputy Superintendent for Instruction. From there the line of authority to elementary and secondary teachers passes through Assistant Superintendents for their respective areas to the Principals and then to the teachers. The assistant and vice principals are not in the line of direct authority. They are staff assistants to the senior high school principal.

The spans of responsibility do not appear too excessive for most administrators. They range from four for the Assistant Superintendent for Business Affairs and the Superintendent, to 22 (including 16 principals) for the Assistant Superintendent, Elementary Education. Although the organization seems sound, some questions arise. For example, why do secondary counselors report to the Assistant Superintendent for Secondary Education, and elementary counselors to the Director of Pupil Personnel and Guidance? Why do some subject specialists have the title of consultant and are assigned to the Assistant Superintendent for Elementary Education while others are coordinators and assigned to the Deputy Superintendent? Would not Vocational and Industrial Arts be a logical combination with Adult Education under a system-wide director?

The organization of the high school into sophomore (grade 10) and senior (grades 11 and 12) divisions is explained by the utilization of two buildings; in effect the vice principal of the sophomore division is the head administrator in that building. Why not a principal and assistant principal for each building?

While the Assistant Superintendent for Business Affairs has been relieved of the classified personnel duties, he still must personally handle the construction planning and supervision. If this were a relatively stable district the job would probably not be too burdensome; however, this district is experiencing rapid growth and facilities planning has become a time-consuming function. In all likelihood an administrator will soon have to be assigned this function on a full-time basis.

The Administrative Assistant to the Superintendent is primarily a general assistant rather than a special assistant. He is responsible, however, for school-community relations and liaison with governmental groups, although these duties occupy less than half his time.

As in the other charts already examined, the members of the Superintendent's Council are indicated by double boxes. The number of members is in this case unusually large--14. This is due in part to the presence of a chief operating executive, but primarily to the fact that, unlike most systems, the directors under the Assistant Superintendent for Business Affairs sit on the Council.

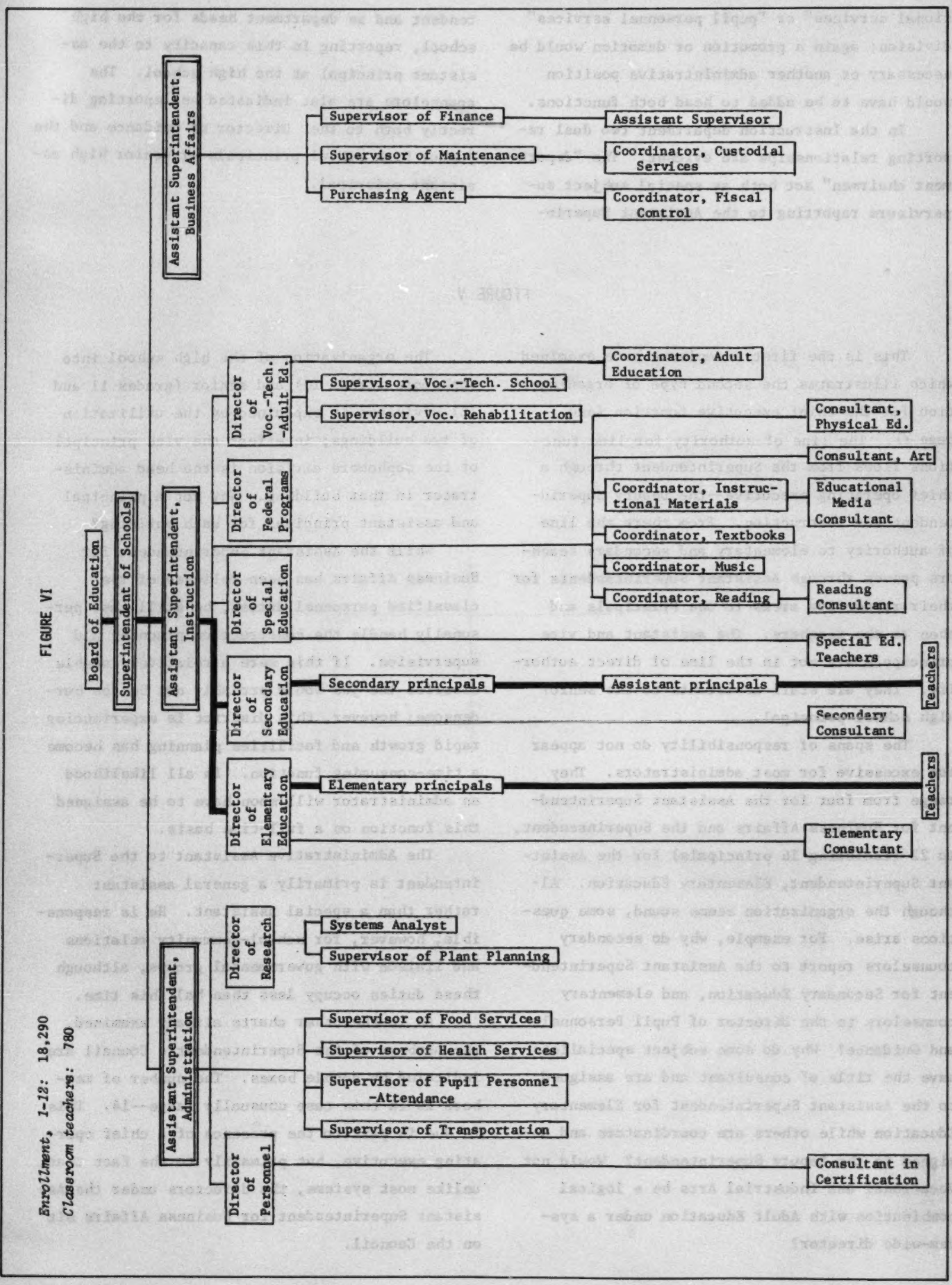


FIGURE VI

Enrollment, 1-12: 18,290
Classroom teachers: 780

FIGURE VI

This county school system represents a most basic type (see page 7) of organization for the chief executive function. One new element enters here, however. Although we have seen an Assistant Superintendent for Administration in Figure IV, his functions differ considerably from those of the Assistant Superintendent for Administration in this system. (In Figure IV he was a type of administrative assistant, handling without assistants, several staff functions.) The Assistant Superintendent in this chart is a kind of department head for a variety of staff functions except those associated with finance, maintenance, and purchasing. He supervises the food and transportation services frequently assigned to the Assistant Superintendent for Business, and the pupil personnel services which we have previously noted in the instruction department or a separate department. In addition, he has under him the staff directors of research and personnel (noninstructional as well as certificated).

Also worthy of note is the grouping of data processing and plant planning functions under the Director of Research. As will be seen in larger systems, there is a trend to grouping a number of functions necessary to long-range planning into a separate staff department.

In the instruction department, the division of functions among the five directors is logical. The large influx of federal aid has necessitated the employment of a full-time administrator for this area. Note also that adult and vocational-technical education are grouped under the same director.

In this school system, some of the responsibilities conventionally assigned to the business affairs section have been transferred to the Assistant Superintendent for Administration. The system has what might be considered a skeleton of a staff for its geographic and enrollment size. Notable among the omissions are administrators for the public relations and curriculum development functions. As a county school system, it is able to draw upon the county government for many of the health services which must be provided by school systems. This accounts in part for the relatively small central office staff.

Enrollment, K-12: 27,000
Classroom teachers: 1,400

FIGURE VII

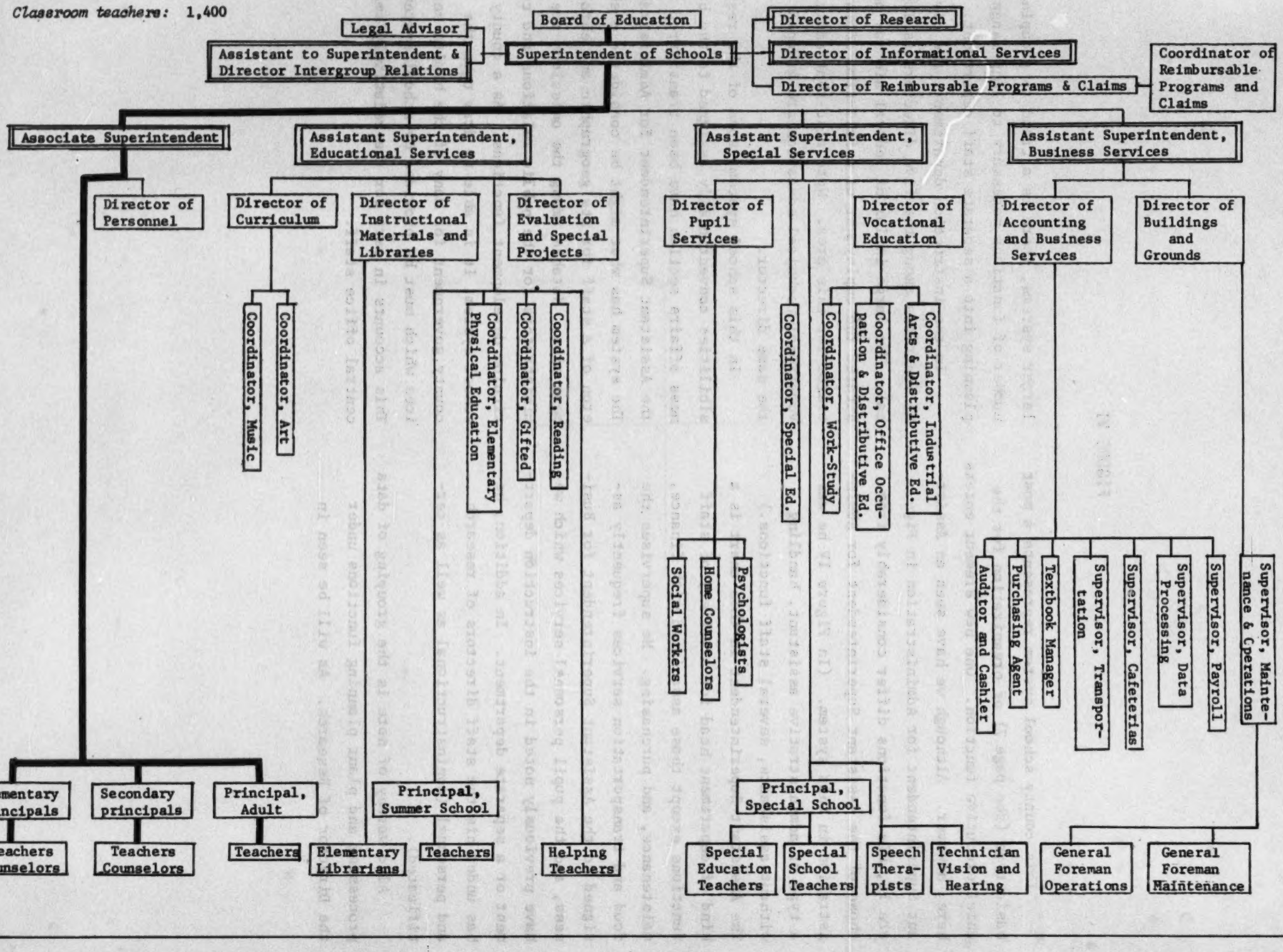


FIGURE VII

Starting with the staff functions reporting directly to the Superintendent, we can see that some of the most prominent staff functions which in other school systems are combined in the Assistant to the Superintendent, or given to a line officer, here are headed by a staff administrator--research, federal programs, school-community relations, and intergroup relations. The recent history of racial disturbance necessitated the appointment of an individual with direct access to the Superintendent to work in the area of intergroup relations with community and student groups. This is also the first system we have examined that has employed a full-time assistant for internal and external communications ("Information Services").

The unusually large amount of federal aid flowing into the district justified the hiring of an individual (and later an assistant for him) to handle the paperwork and liaison activities surrounding federal projects. The program administration and evaluation, however, is carried out by the Director of Evaluation and Special Projects, under the supervision of the Assistant Superintendent for Educational Services. A question arises whether these functions could be combined in a single department, reporting to the Assistant Superintendent for Educational Services. Doubtless, too, there are a number of overlapping functions between the Director of Research and the Director of Evaluation.

Moving to the next level in the organization, we find that the Associate and Assistant Superintendents are on an equal level of responsibility, the difference being that the Associate will be called on to act in the Superintendent's absence. There may be other reasons for giving him what seems a higher title, which are totally unrelated to the organizational functioning (tenure, doctor's degree, and the informal relationships that have developed). In general, the division of tasks among the various Assistant Superintendents is logical; however, it is unusual to have principals reporting to an administrator (other than the superintendent) who does not also supervise the instruction department. While there is no particular reason why this relationship cannot work, it does place an extra burden on the Associate Superintendent to familiarize himself with the educational programs of the schools so that his evaluation of principals will not be based primarily on their administration of personnel matters. Such an arrangement does place him in an excellent position to recommend administrators and teachers for promotion, salary increases, and to recognize and act directly on staffing inadequacies.

While the number of types of assistants assigned to the Assistant Superintendent for Educational Services is sufficient to cover his responsibilities, it seems somewhat illogical to have some subject matter coordinators (art, music) reporting to the Director of Curriculum, with others (reading, P.E., and gifted) reporting to the Assistant Superintendent.

In this system, the transportation and cafeteria functions are in the business services department. The data processing supervisor acts as a service department for the accounting and business services. The Director of Buildings and Grounds handles all construction, maintenance, and custodial work.

FIGURE VIII

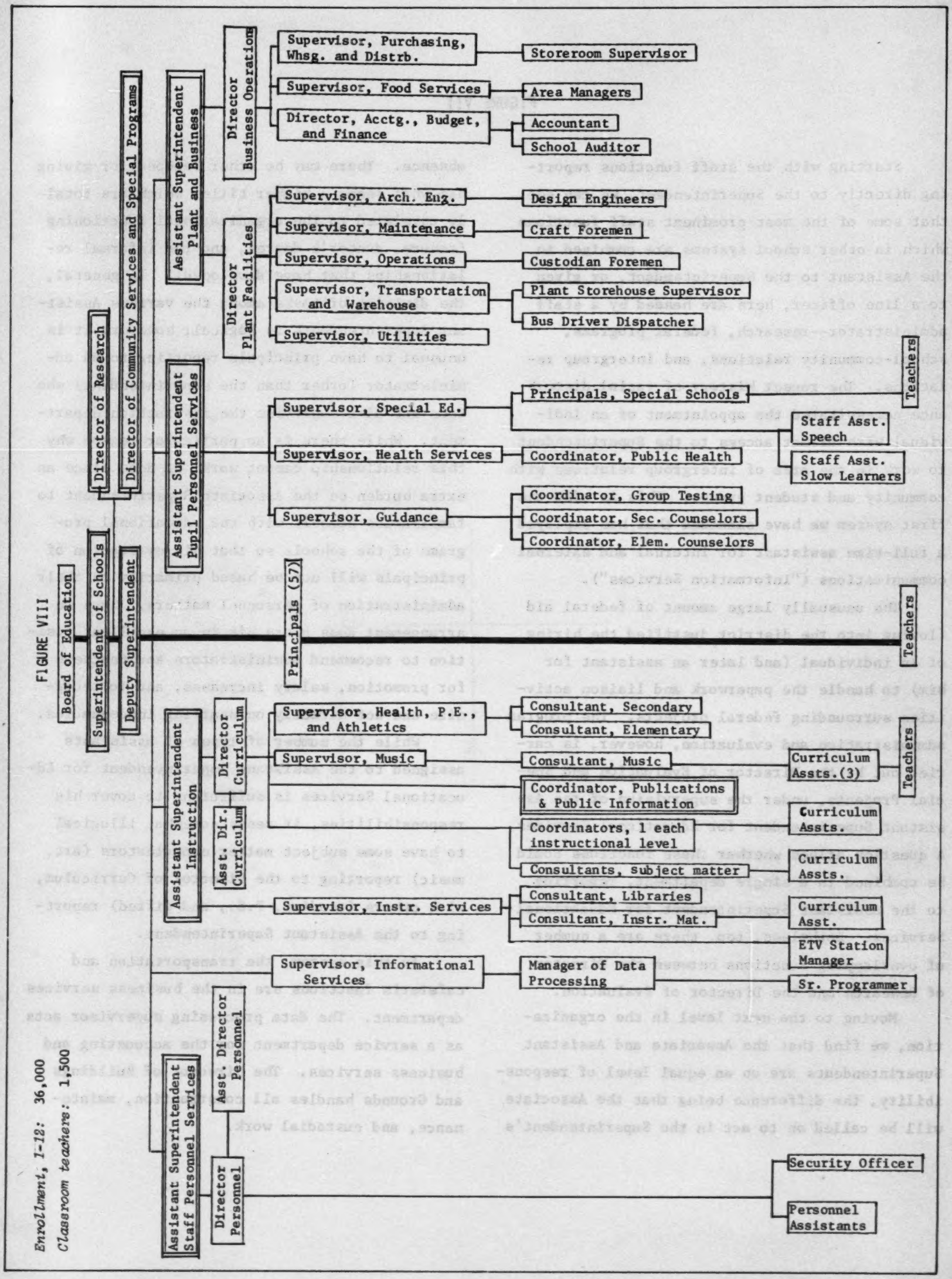

Board of Education
Superintendent of Schools
Deputy Superintendent
Director of Research
Director of Community Services and Special Programs
Assistant Superintendent Plant and Business
Director Business Operations
Supervisor, Purchasing, Whsg. and Distrb.
Storeroom Supervisor
Supervisor, Food Services
Area Managers
Director, Acctg., Budget, and Finance
Accountant
School Auditor
Director Plant Facilities
Supervisor, Arch. Enz.
Design Engineers
Supervisor, Maintenance
Craft Foremen
Supervisor, Operations
Custodian Foremen
Supervisor, Transportation and Warehouse
Plant Storehouse Supervisor
Bus Driver Dispatcher
Supervisor, Utilities
Assistant Superintendent Pupil Personnel Services
Supervisor, Special Ed.
Principals, Special Schools
Teachers
Staff Asst. Speech
Staff Asst. Slow Learners
Supervisor, Health Services
Coordinator, Public Health
Supervisor, Guidance
Coordinator, Group Testing
Coordinator, Sec. Counselors
Coordinator, Elem. Counselors
Principals (57)
Teachers
Assistant Superintendent Instruction
Director Curriculum
Supervisor, Health, P.E., and Athletics
Consultant, Secondary
Consultant, Elementary
Supervisor, Music
Consultant, Music
Curriculum Assts.(3)
Teachers
Coordinator, Publications & Public Information
Asst. Dir. Curriculum
Coordinators, 1 each instructional level
Curriculum Assts.
Consultants, subject matter
Curriculum Assts.
Supervisor, Instr. Services
Consultant, Libraries
Consultant, Instr. Mat.
Curriculum Asst.
ETV Station Manager
Supervisor, Informational Services
Manager of Data Processing
Sr. Programmer
Assistant Superintendent Staff Personnel Services
Asst. Director Personnel
Director Personnel
Security Officer
Personnel Assistants
Enrollment, 1-12: 36,000
Classroom teachers: 1,500

FIGURE VIII

In Figure VIII, the Deputy Superintendent is a line officer--the four Assistant Superintendents report to him rather than to the Superintendent. He also has the responsibility for supervision and evaluation of the district's 57 principals (other than those who supervise special schools). The Superintendent, however, supervises only the Deputy Superintendent, the Director of Research, and the Director of Community Services and Special Programs (responsible for federal programs). The span of control seems excessive for the Deputy Superintendent; it is hard to imagine that he could adequately evaluate and assist so many principals in addition to his other duties.

It is interesting to note that the data processing functions have been centralized in a Supervisor of Informational Services, who reports to the Deputy Superintendent and acts as a service department to the system. While it might seem logical to have the public relations function combined with the publications area, it is unusual to have it reporting to the instruction department (to the Director of Curriculum). Doubtless, most public information and publications will deal with the instructional program, but such a function is generally placed at a level closer to the Superintendent to facilitate coordination of information among the various departments.

In this system there is some confusion among titles, e.g., both "supervisors" and a "director" report to the Director of Business Operations. Also "coordinators" and "consultants" are on the same responsibility level. "Assistant director" is clearly a staff title, rather than a level of responsibility, but "director" is both a staff and a line title.

Enrollment, K-12: 42,687

Classroom teachers: 1,584

FIGURE IX

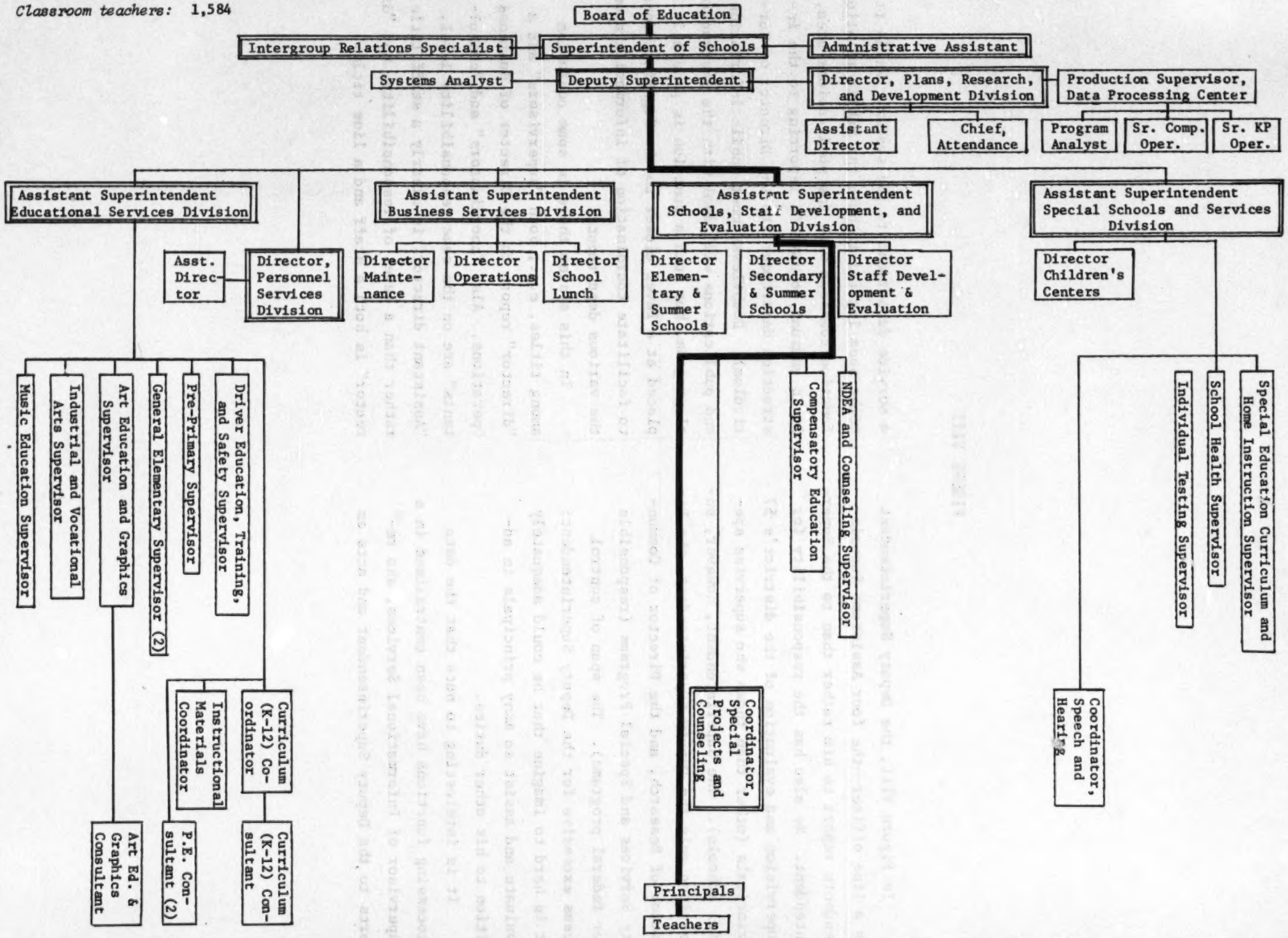


FIGURE IX

This organization chart, as well as those following, have been abbreviated by eliminating many of the noncertificated positions and lower level specialists in such fields as psychology and the subject matter areas. This system, like the system in Figure VIII, removes supervision of the principals from both the Superintendent and the administrator to whom the subject area specialists report. Principals report to the Assistant Superintendent for Schools, Staff Development, and Evaluation. The functions of inservice training and maintaining a personnel evaluation program are also in this department, thus placing the Personnel Services Division in the position of a service department--handling records, requests for substitutes, processing applications, etc. The Director of Elementary Schools and the Director of Secondary Schools act as assistants and resource persons to the Assistant Superintendent in administrative matters pertaining to individual schools.

The Educational Services Division is the "clearinghouse" for the subject matter supervisors, coordinators, and consultants, with the exception of special supervisors for federally funded programs who report to the Assistant Superintendent for Schools. This is reasonable since these individuals handle the administration and evaluation of federal projects in the schools.

Pupil personnel services, with the exception of attendance services, are grouped in a separate division headed by an Assistant Superintendent. The attendance function is part of the research, planning, and development staff department which reports directly to the Deputy Superintendent. The data processing center in turn reports to the planning division, which is a good relationship because the division can thus monitor all input from various departments which might be necessary to the planning, research, and development function. It might seem at first glance that the Systems Analyst should more properly be placed in the research, planning, and development division or even head up the data processing center; however, he is a management systems analyst, in which case his reporting responsibility is feasible.

The Administrative Assistant to the Superintendent is in charge of the public information and publications duties. Much of the community liaison work falls to the Intergroup Relations Specialist.

The span of responsibility of each administrator is not excessive. Although the Assistant Superintendent for Schools must supervise some 60 principals, he has the assistance of three directors and he is not responsible for providing instructional supervisors to these schools.

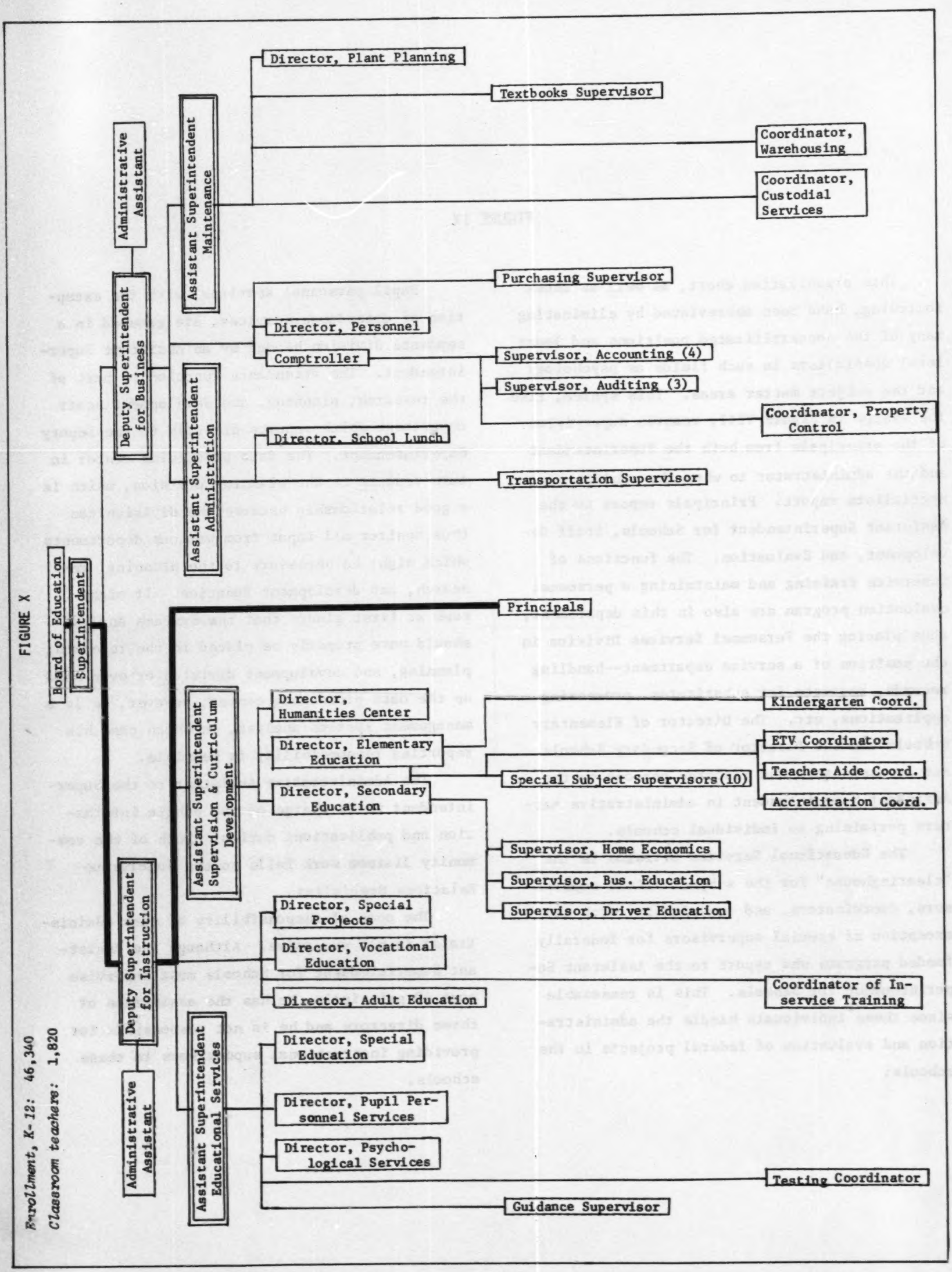


FIGURE X

Enrollment, K-12: 46,340

Classroom teachers: 1,820

FIGURE X

The county school system in Figure X represents minimal staffing for the functions it must perform. Many functions which are usually assigned to a special staff position, such as research, public information, and intergroup relations, must be handled by various administrators as each affect a department. Job descriptions furnished by the school system indicate, for example, that research is divided among the Deputy Superintendent for Instruction, the Testing Coordinator, the Director of Special Projects, and the Director of Psychological Services.

This system is an illustration of organization for the administrative function according to the third type described on page 8. In this case the line function is headed by the Deputy Superintendent for Instruction. Each Deputy Superintendent has an administrative assistant and two assistant superintendents under him.

The title of the Deputy Superintendent for Business is misleading in view of some of the personnel assignments under him. For instance, the assignment in the business department of administration and all personnel functions for noncertificated and certificated (except in-service training) personnel seems unusual. The term "business" connotes financial and property control functions such as maintenance and operations. It would seem less confusing if the Deputy Superintendent had the descriptive title "Administration" and one Assistant Superintendent for Business. All financial functions (auditing, accounting, purchasing) could be assigned to the Assistant Superintendent for Business and all physical facilities tasks could be under the Assistant Superintendent for "Facilities" or "Plant Operations." The remaining pupil services such as transportation, school lunches, and textbooks could be supervised directly by the Deputy Superintendent.

The organization under the Deputy Superintendent for Instruction is logical. Some problems might occur with the dual reporting responsibilities of the 10 subject supervisors and the coordinators who report both to the Director of Elementary Education and the Director of Secondary Education.

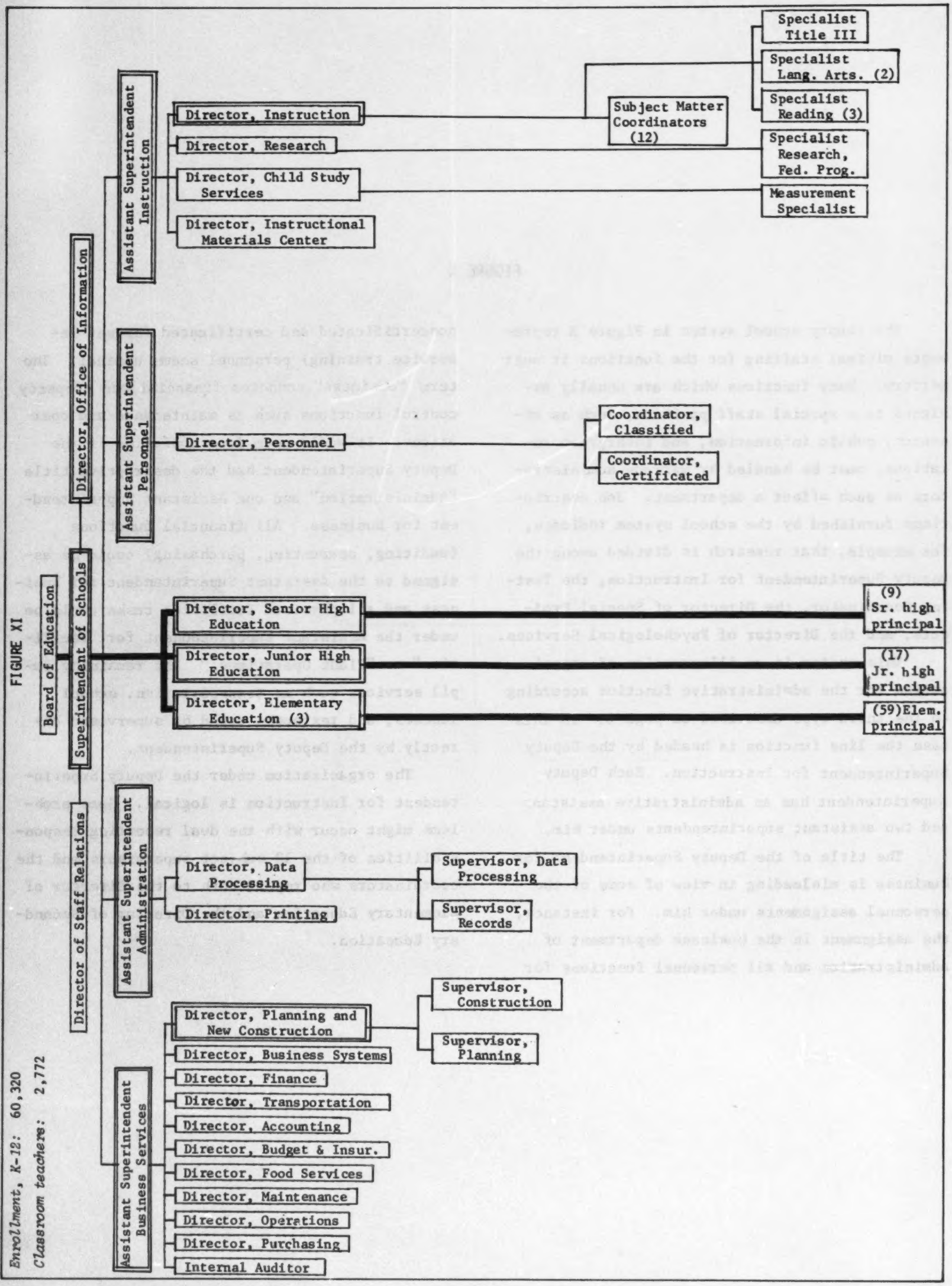

Board of Education
Superintendent of Schools
Director, Office of Information
Director of Staff Relations
Assistant Superintendent Instruction
Director, Instruction
Director, Research
Director, Child Study Services
Director, Instructional Materials Center
Subject Matter Coordinators (12)
Specialist Title III
Specialist Lang. Arts. (2)
Specialist Reading (3)
Specialist Research, Fed. Prog.
Measurement Specialist
Assistant Superintendent Personnel
Director, Personnel
Coordinator, Classified
Coordinator, Certificated
Director, Senior High Education
Director, Junior High Education
Director, Elementary Education (3)
(9) Sr. high principal
(17) Jr. high principal
(59)Elem. principal
Assistant Superintendent Administration
Director, Data Processing
Director, Printing
Supervisor, Data Processing
Supervisor, Records
Assistant Superintendent Business Services
Director, Planning and New Construction
Director, Business Systems
Director, Finance
Director, Transportation
Director, Accounting
Director, Budget & Insur.
Director, Food Services
Director, Maintenance
Director, Operations
Director, Purchasing
Internal Auditor
Supervisor, Construction
Supervisor, Planning
Enrollment, K-12: 60,320
Classroom teachers: 2,772

FIGURE XI

FIGURE XI

Figure XI is also a county school system, but in this system an even greater number of the traditional child welfare services (nurses, hearing, speech, psychological) are handled by the county government. This eliminates the need for a fully-staffed pupil personnel services department; the guidance, testing, and special education functions are in the instruction department.

For the first time we see a Special Assistant to the Superintendent for "Staff Relations," i.e., an individual who acts as chief negotiator for the board of education and is employed full-time in the broad area of collective negotiations. The other staff assistant handles the public relations functions. One other traditional staff position in medium- and larger-sized school systems, research, is a component of the instruction department and deals almost entirely with instructional research.

The Division of Administration is a service department, handling a number of functions--publications and printing, data processing, mail and telephone service, records, safety, school boundaries, school calendar, and attendance.

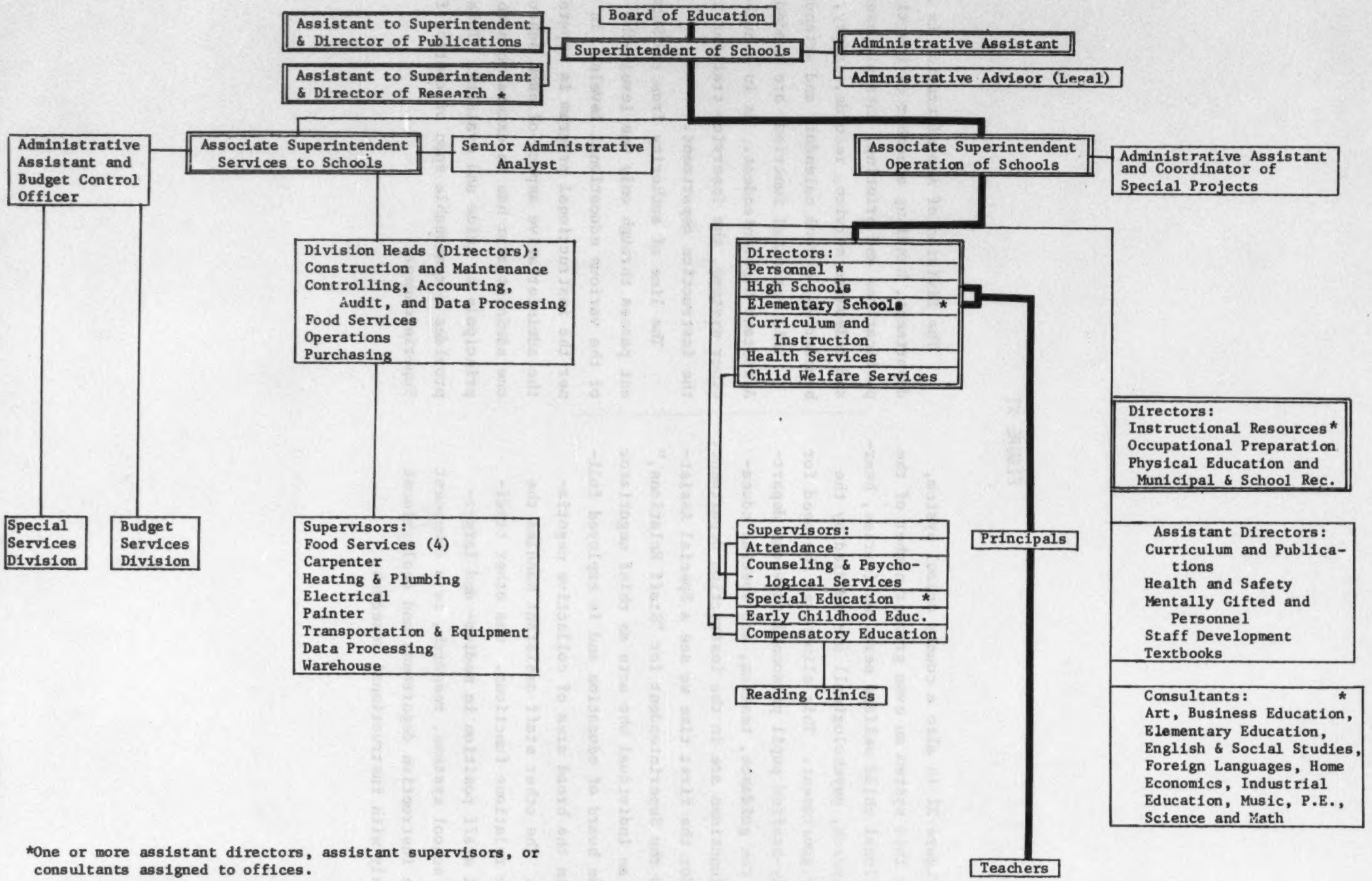
All personnel functions are headed by an Assistant Superintendent. As in a number of other systems, the inservice training is part of the instruction department.

The line of authority from the Superintendent passes through only one level--the directors of the various educational levels. In this manner the instructional program is separated from the administrative aspect of each school, and no one administrator has an excessive number of principals to guide and evaluate. This also provides a reasonable span of control for the Superintendent.

Enrollment, K-12: 71,334

Classroom teachers: 2,530

FIGURE XII



*One or more assistant directors, assistant supervisors, or consultants assigned to offices.

FIGURE XII

The system depicted in Figure XII is a large urban district which illustrates another of the third type of organization (see page 8) for the executive function--the division of responsibility between a chief operating head (Associate Superintendent, Operation of Schools) and chief staff officer (Associate Superintendent, Services to Schools). In addition, the Superintendent supervises four assistants--the Directors of Research and Publications (public relations), a legal advisor, and a general Administrative Assistant. Each Associate Superintendent also has an Administrative Assistant, but these individuals are assigned special areas of responsibility--the financial and special projects offices.

Under the Associate Superintendent for Services to Schools, the Administrative Assistant also acts as head of the budget services and special services divisions. The "Senior Administrative Analyst" is clearly a management analyst rather than a data processing analyst. The major divisions are headed by Directors.

In the Operation of Schools section there are two levels of responsibility that carry the title "Director"--those for broad functional areas, and those for special areas such as instructional resources. The title "Assistant Director" does not indicate a staff assistant to the director, but rather another level of responsibility reporting to the Associate Superintendent. It is roughly equivalent to Supervisors, some of whom report to the Associate Superintendent, and some to the Directors. The number of personnel the Associate Superintendent for Operation of Schools must supervise is large. It seems that the assistant directors and consultants could be responsible to the various Directors, e.g., Staff Development to Personnel and Business Education, Home Economics, and Industrial Education to Occupational Preparation. In this system as in Figure XI, the principals report to Directors of Elementary and Secondary Schools. In this system, too, principals are roughly equivalent to supervisors in the central office.

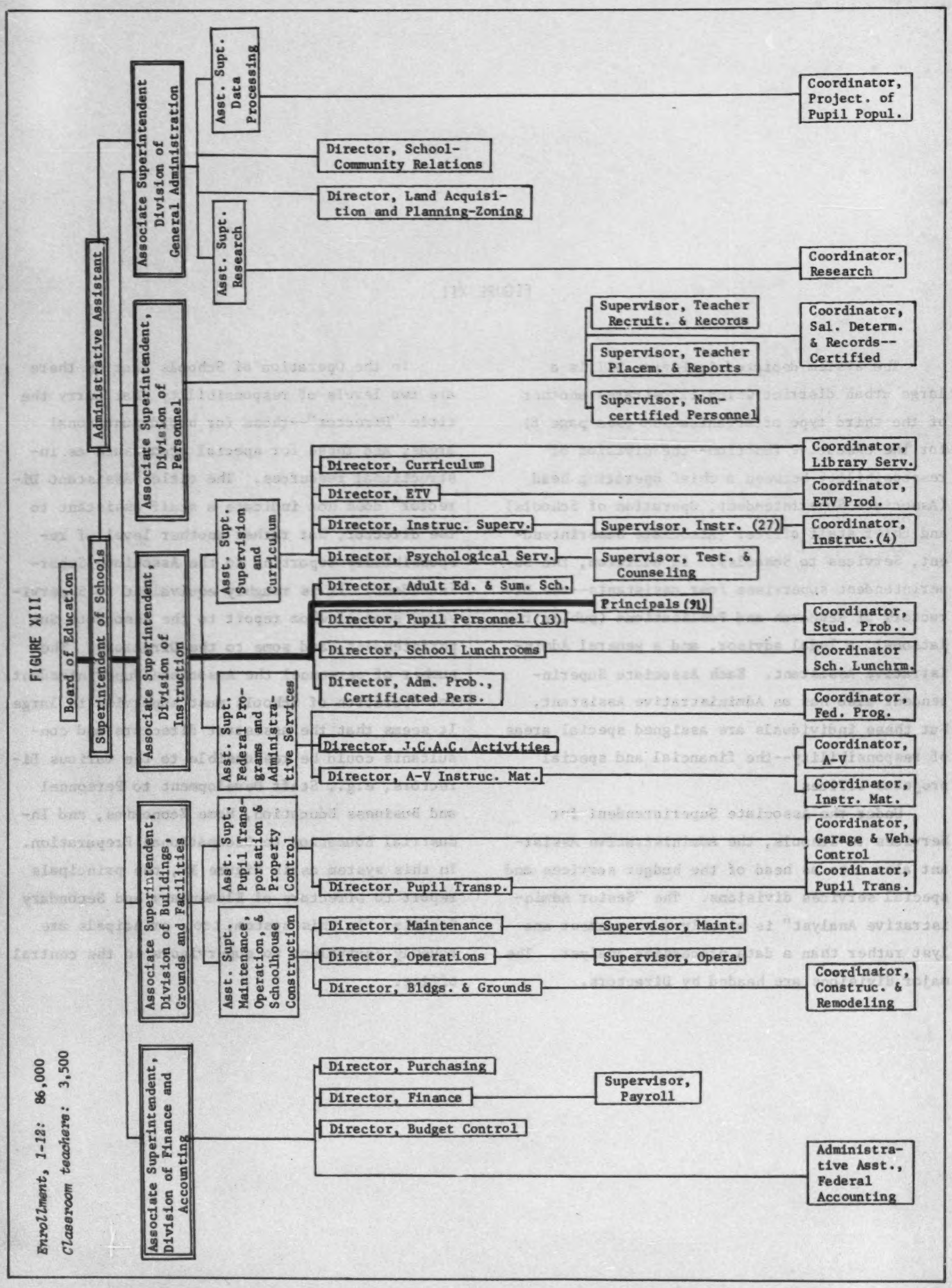

Board of Education
Superintendent of Schools
Administrative Assistant
Associate Superintendent Division of General Administration
Asst. Supt. Data Processing
Coordinator, Project. of Pupil Popul.
Director, School-Community Relations
Director, Land Acquisition and Planning-Zoning
Asst. Supt. Research
Coordinator, Research
Associate Superintendent, Division of Personnel
Supervisor, Teacher Recruit. & Records
Supervisor, Teacher Placem. & Reports
Supervisor, Non-certified Personnel
Coordinator, Sal. Determ. & Records--Certified
Associate Superintendent, Division of Instruction
Director, Curriculum
Director, ETV
Director, Instruc. Superv.
Director, Psychological Serv.
Director, Adult Ed. & Sum. Sch.
Director, Pupil Personnel (13)
Director, School Lunchrooms
Director, Adm. Prob., Certificated Pers.
Asst. Supt. Supervision and Curriculum
Asst. Supt. Federal Programs and Administrative Services
Director, J.C.A.C. Activities
Director, A-V Instruc. Mat.
Coordinator, Library Serv.
Coordinator, ETV Prod.
Supervisor, Instr. (27)
Coordinator, Instruc.(4)
Supervisor, Test. & Counseling
Principals (91)
Coordinator, Stud. Prob..
Coordinator Sch. Lunchrm.
Coordinator, Fed. Prog.
Coordinator, A-V
Coordinator, Instr. Mat.
Associate Superintendent, Division of Buildings, Grounds and Facilities
Asst. Supt. Pupil Transportation & Property Control
Director, Pupil Transp.
Coordinator, Garage & Veh. Control
Coordinator, Pupil Trans.
Asst. Supt. Maintenance, Operation, & Schoolhouse Construction
Director, Maintenance
Director, Operations
Director, Bldgs. & Grounds
Supervisor, Maint.
Supervisor, Opera.
Coordinator, Construc. & Remodeling
Associate Superintendent, Division of Finance and Accounting
Director, Purchasing
Director, Finance
Director, Budget Control
Supervisor, Payroll
Administrative Asst., Federal Accounting
Enrollment, 1-12: 86,000
Classroom teachers: 3,500

FIGURE XIII

FIGURE XIII

The organization chart in Figure XIII is the one from which the matrix on pages 14 and 15 was drawn. It represents a horizontal organizational structure and the first type of organization for the executive function. With the exception of the Administrative Assistant for Federal Accounting, all positions have the same title on a given level of responsibility.

Even with the addition of two Assistant Superintendents in the instruction department, the number of principals the Associate Superintendent for Instruction must evaluate seems to preclude a very effective evaluation program. Some of the assignments in this department are unusual. It seems that the Director of School Lunchrooms should more logically report to the Assistant Superintendent for Pupil Transportation and Property Control (with a change of title). Also, the Director of Psychological Services reports to the Assistant Superintendent for Supervision and Curriculum, but the Directors of Pupil Personnel and Coordinator of Student Problems report to the Associate Superintendent directly.

The position of the Director of Administrative Problems, Certificated Personnel is interesting. He is responsible for interpreting policies and procedures to principals, for coordinating the teacher evaluation program, for working with accreditation of schools, and for handling cases involving teachers where litigation seems likely.

In this system the financial aspects of the business function are in a separate division from the physical property control and maintenance. The schoolhouse construction and maintenance functions are separated from the transportation services, with each headed by an Assistant Superintendent.

With the exception of the school-community relations office, the departments in the Division of General Administration form a rudimentary planning and development department such as we have seen in Figure IX.

The Administrative Assistant to the Superintendent acts as a kind of executive secretary or general office manager for the Superintendent.

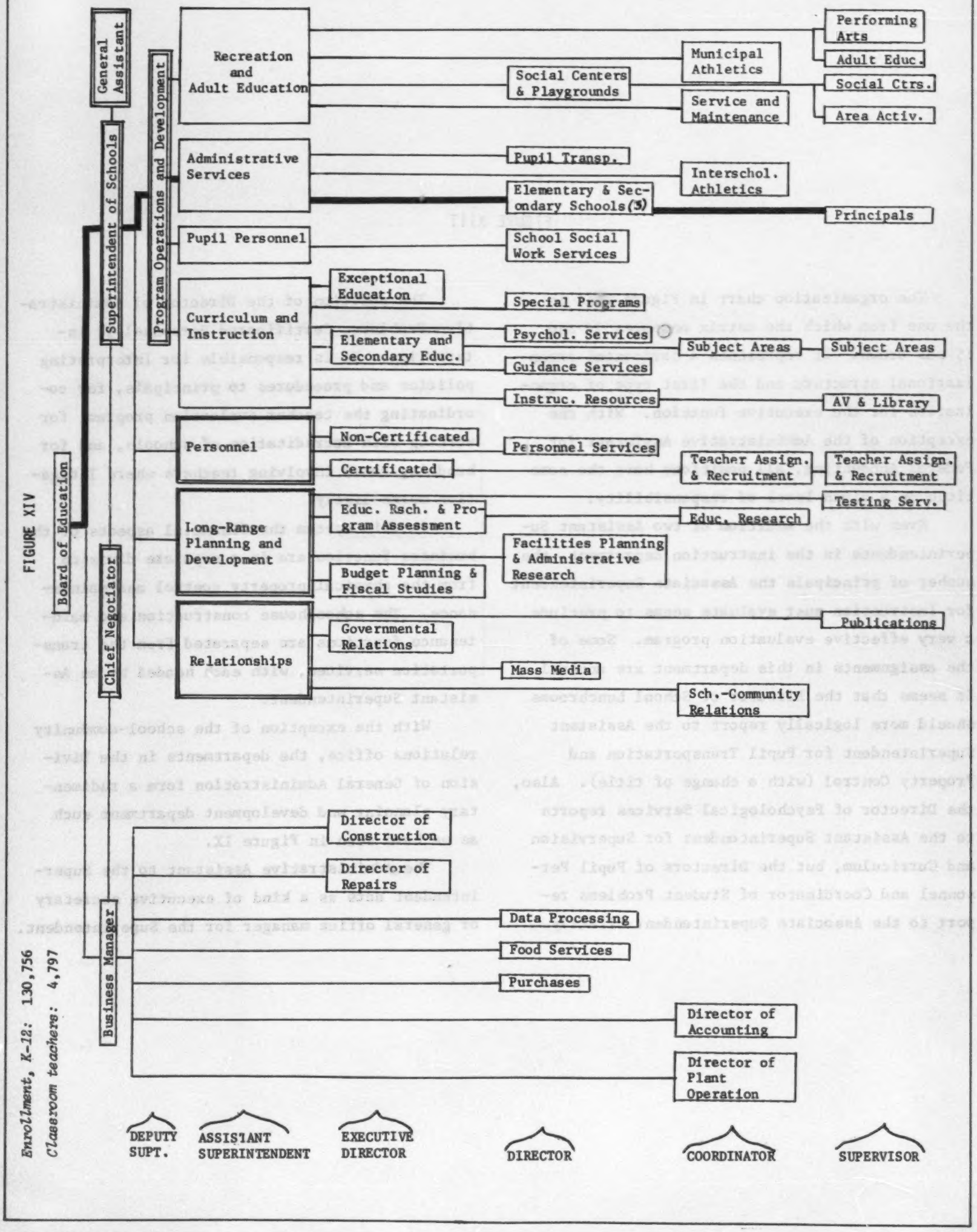


FIGURE XIV

Enrollment, K-12: 130,756
Classroom teachers: 4,797

FIGURE XIV

Although it is relatively rare among school districts today, an example of the dual system of administration has been included to illustrate yet another method for carrying out the executive function, albeit one that school administration and management experts have frowned on. As can be seen from the chart, the Superintendent of Schools and the Business Manager are on the same level of responsibility and both report directly to the Board of Education. In addition, the Business Manager acts as Secretary to the Board of Education. This system has also hired a full-time chief negotiator who reports both to the Superintendent and Business Manager in collective bargaining. The Superintendent has a general staff assistant.

Within the organization for the business operations, only the heads of the various Divisions are shown. All other employees are on levels of responsibility which are not equivalent to those on the Superintendent's staff.

While the organization of the system as a whole does not conform to any of the three types of organization which have been illustrated by the foregoing charts (see discussion pages 7 to 9), the organization of the staff under the superintendent is equivalent to the second type of organization for the executive function. A Deputy Superintendent heads up the major divisions which relate directly to the instructional services. Three assistant superintendents of staff departments report to the Superintendent directly. The grouping of the various departments which deal with other organizations and the public under an Assistant Superintendent for Relationships is one answer to providing a well-coordinated public image in a large system.

The Department of Long-Range Planning and Development is basically a data gathering, coordinating, and evaluating section to assist the Superintendent in the decision-making process.

The Deputy Superintendent is not only the chief operating officer but is the person who acts for the Superintendent in his absence. The real organization in this department is not obvious from this chart--the organization of the resource personnel in the four departments under the Deputy Superintendent into seven service teams. Each team is assigned two "clusters" of schools (about 20 schools); the clusters are paired to include senior and junior high schools and some of their feeder schools from both the inner and outer city. The teams consist of personnel from each of the four departments to provide integrated services to principals, teachers, and students in the designated areas. Each team has a team leader, a person versed in all levels of education. Team leaders report directly to the Deputy Superintendent, but the team members report to their respective central office supervisors.

The organization below the Superintendent-Business Manager level illustrated in this chart was the result of a complete reorganization of the system. It was phased in over a number of years, with the team leader-service team organization as part of the last phase. All the recommendations cited earlier in this Circular were used to facilitate relocation of personnel--retirements, resignations as occasions for implementation, retraining, the availability of the right persons as team leaders.

Enrollment, K-12: 583,000

Classroom teachers: 23,000

FIGURE XV

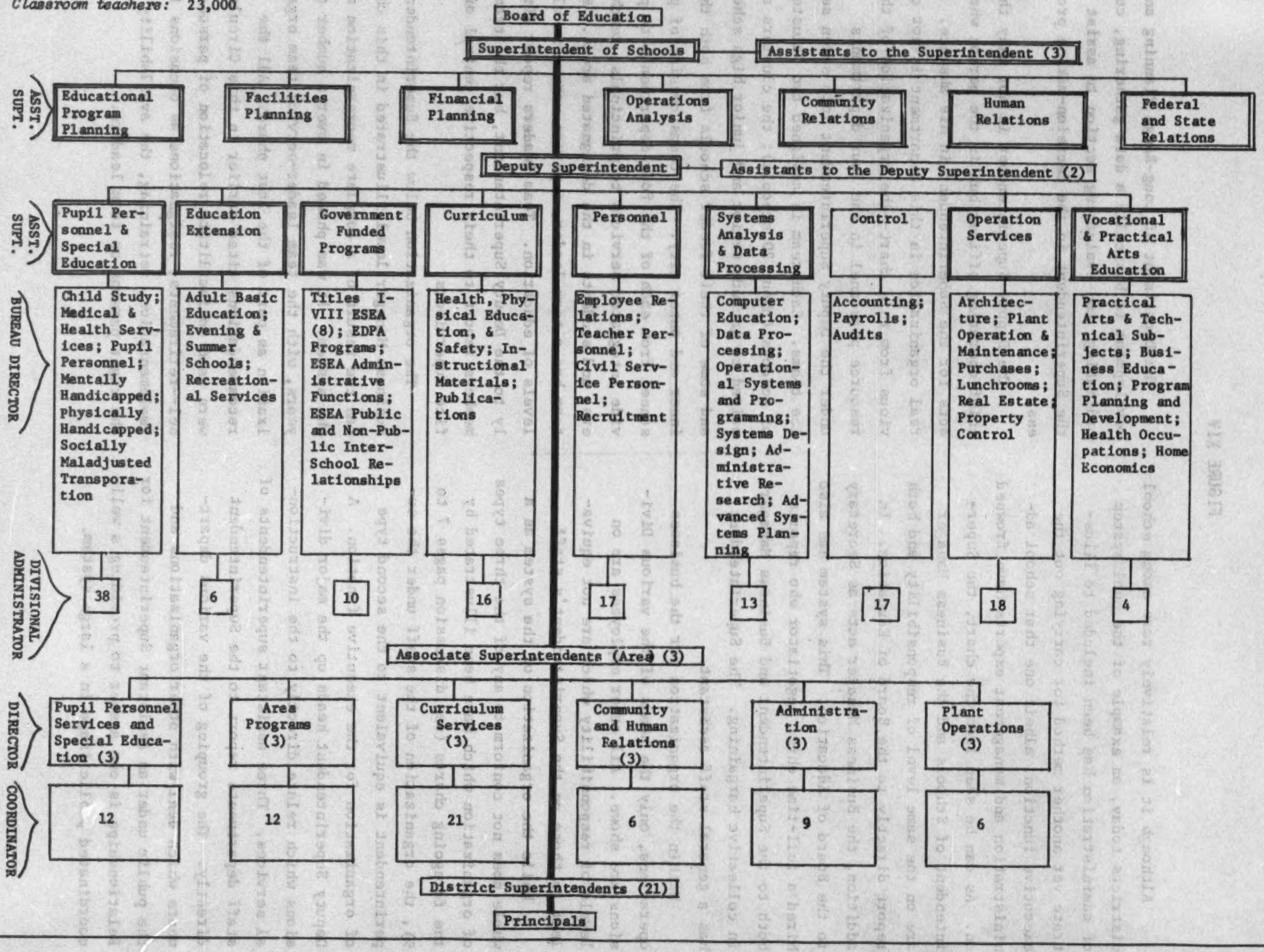


FIGURE XV

The system in this chart is an example of a decentralized organization. Although not obvious from an initial glance, an analysis of this organization chart reveals that it is an organization for the executive function which we have called type 2 (see page 7). Authority flows from the superintendent through his line assistant the Deputy, through Associate and District Superintendents to principals of individual schools. The Assistant Superintendents who report to the Superintendent are specialized staff assistants. (The three Assistants to the Superintendent are general assistants.) The Assistant Superintendents who report to the Deputy head both line and staff functional areas, e.g., curriculum and data processing.

The duties of the Assistant Superintendents who report to the Superintendent have been grouped to provide the assistance the superintendent needs in carrying out his role of defining educational programs needed, developing plans for facilities to fit these educational requirements, and establishing financial programs to support the education and facilities programs. In addition he must assess the effectiveness of programs and facilities, and give personal attention to the school system's principal publics--its employees, citizen groups, and the city, state and federal governments.

Although the Deputy Superintendent is called the chief operating executive, his scope of responsibility encompasses more than we have seen for systems with a chief operating executive. The Assistant Superintendents, Bureau Directors, and Divisional Administrators under him provide central office services and coordination in each area including personnel, finance, record keeping, administrative research, and plant operation. The supervisors, coordinators, and consultants (who incidentally are all on the same level of responsibility) have been deployed to the three decentralized areas of the city.

Each of the three Area Associate Superintendents has a staff of six directors to supervise the various resource personnel and deploy them to the individual principals who submit their requests through their District Superintendents. Each Area Associate Superintendent also supervises seven District Superintendents, who in turn supervise about 30 principals each.

NOTE: The organization of other decentralized school systems is discussed in: Educational Research Service, American Association of School Administrators and NEA Research Division. Decentralization and Community Involvement: A Status Report. ERS Circular No. 7, 1969. Washington, D.C.: the Service, November 1969. 56 p. $2.

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